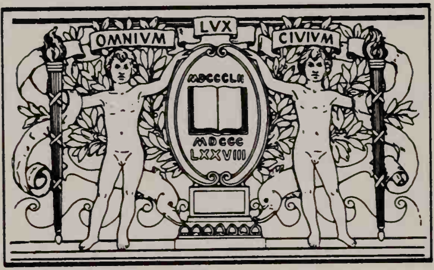
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THE DRUG WAR 1989: TAKING THE OFFENSIVE IN BOSTON

HEARING

BEFORE THE

SELECT COMMITTEE ON NARCOTICS ABUSE AND CONTROL HOUSE OF REPRESENTATIVES

ONE HUNDRED FIRST CONGRESS

FIRST SESSION

OCTOBER 6, 1989

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THE DRUG WAR 1989: TAKING THE OFFENSIVE IN BOSTON

FRIDAY, OCTOBER 6, 1989

House of Representatives,
Select Committee on Narcotics Abuse and Control,
Washington, DC.

The committee met, pursuant to notice, at 9:20 a.m., at the Roxbury Boys and Girls Club, 115 Warren Street, Roxbury, MA, Hon. Charles B. Rangel (chairman of the committee) presiding.

Present: Representatives Charles B. Rangel, Joseph E. Brennan, John J. Moakley.

Staff present: Edward H. Jurith, majority staff director, Elliott A. Brown, minority staff director, George R. Gilbert, staff counsel, Michael J. Kelley, staff counsel, and Robert S. Weiner, press officer.

OPENING STATEMENT OF JOHN J. MOAKLEY

Mr. Moakley. Today Mr. Rangel and his committee want to hear from the people who are out in the street, the people who are fighting this war against drugs 24 hours a day. Congressman Joe Brennan from the State of Maine is a member of the committee and has been very helpful to me and to Mr. Rangel in coming here to solicit testimony this morning.

Last night, we had a tour of the district and Deputy Superintendent Bill Celester gave a tour like we've never had before. We went into three housing projects, we went by HUD properties, we saw the areas that were festering with drugs, we saw the people on the street, we met the task force, got their impression on how the police were interacting with them. Mr. Rangel was very impressed with the closeness of the police and the people in the public housing projects.

But at this time, I'd like to turn it over to Chairman Rangel, who is the expert. In the House of Representatives, we have experts in everything, but Charles Rangel is the expert on this problem because he's worked at it from the inception. He was the chairman of the first committee.

Mr. Rangel.

OPENING STATEMENT OF CHARLES B. RANGEL, CHAIRMAN

Chairman Rangel. Joe Brennan and I are glad that you invited us to return to Boston. This so-called war against drugs has all of the fighters in the trenches in our inner cities and suburban and rural areas around the country. Those of us in Washington have to get out to really see what the odds are against those people in trying to raise their kids to become decent citizens.

Once again we return to Boston to see that the will to fight back is here. All they need is their Federal Government to become partners in their war against drug traffickers. I am convinced that we're just beginning to recognize how enormous this problem is, not just in terms of loss of life and quality of life, but the expense that governments are willing to pay in putting people in jail and the unwillingness to provide for those social services and education that allow citizens, especially our young citizens, to become productive—places for recreation, places where they can let go the anxieties without competing with drug traffickers.

We're here to learn—and we're lucky that we have a Congressman like Joe Moakley, not only Chairman of the Rules Committee, but also a supporter of education, treatment, getting the military involved, making sure the law enforcement person realizes that you can't fight this war unless you put up the resources.

So our Select Committee is nonlegislative, but we cannot be effective or in existence if it wasn't for the leadership of Chairman Joe Moakley, who allows us to go into different communities around this great country and come back and report to our colleagues. Now we have for the first time a strategy, a plan that's presented to us by Drug Director Bill Bennett.

Many comments have been critical of the plan because it does not call for the resources that are necessary in order to effectively fight and win this war. I don't take issue with that, but I would like to point out this is the first time we've gone beyond the slogan "Just Say No." This is the first time that the Federal Government is going to hold those who supply the treatment accountable for the success of those treatment centers that are federally funded. This is the first time that those that receive Federal funds for education and prevention would have to respond to the administration. This is the first time that the Federal Government is going to law enforcement, and they will have to come up with a plan and a strategy so we in the Congress will be better guided, rather than just appropriating funds, as to what is effective in this war. I would like to point out that it's very controversial, that this is the first time that the administration has ever appointed an Assistant Secretary of State in charge of international narcotics matters that has not been a political appointee.

I challenge America and the press to tell me when they have heard a statement dealing with the drug producing countries from Secretary Shultz? Don't waste time, it's not there. When have they ever heard from the Assistant Secretaries in charge? Don't research it, it's not there.

Now we do have professional people in office and the support that was given to Colombia, I do hope that war is contagious—that Peru, Bolivia, and Mexico and the other drug producing countries can realize that if we all come together we can have some impact on production.

I'm not here to give speeches. We're here to hear you, and we have to get on with the hearings. But Joe Brennan, the former Governor of Maine, has honored our committee in fighting hard and succeeding and becoming a member of the Select Narcotics

Committee on Abuse and Control. We're going to take advantage of his wise experience. I know that he's going to become one of the most vocal and active members on this select committee, and at this time, I would yield to Governor Brennan.

[Statement of Mr. Rangel appears on p. 87.]

OPENING STATEMENT OF JOSEPH BRENNAN

Mr. Brennan. Thank you very much, Mr. Chairman. I want to say first I'm delighted to return to Boston. I spent 4 years here at Boston College, during the years when they used to win football games.

I am honored to be here with Chairman Rangel, who knows more about drugs and the problems that we have to address than anyone in Washington. I'm also very honored to be here with the very respected Chairman of the Rules Committee, Joe Moakley from Boston.

I want to say that I appreciated the chance to visit some of the housing projects last night. Boston City officials led by Deputy Superintendent Bill Celester did a superb job giving us a chance to talk with tenants, to talk with police, to talk with people that deal with this problem on a daily basis.

What we're here for is to find out whether there are some programs that work in Boston that we can advocate on a nationwide basis. What should we really be doing in this war against drugs? We clearly know it has to be more than words if we're serious, particularly about saving a young generation in this Nation. I don't think I'll make any further comments because I know we're all going to make opening statements.

[Statement of Mr. Brennan appears on p. 93.]

Mr. Moakley. Thank you, Joe.

Chairman Rangel. Are there questions?

Mr. Moakley. Yes, does the press have any questions before we start? We're going to start the hearing in about 5 minutes, if there are any questions of the press.

The Press. I have a question for Mr. Rangel.

Mr. Moakley. Mr. Rangel.

The Press. You are the expert control here, what would be your thoughts as you toured Boston last night and its problem areas? What did you think? How do you compare it to other areas?

Chairman Rangel. I'm a combat veteran of the Korean war, having served a year there. I don't remember seeing more trauma than I did last night from the women and men that live in an area that has been war-torn, where they never know from one night to the next who will be shot, whether those bullets would once again go into their homes, whether a child playing in the street would be destroyed.

It seems to me that as America searches to find peace in the Middle East, restore democracy to Germany and Poland, that we should spend some time trying to save our country, and make certain that every American that is born can look forward to a very productive life rather than what I've seen not only last night in Roxbury but what I see every night in my home town in Harlem.

The Press. How does Roxbury compare with the South Bronx or areas of Washington, DC?

Chairman Rangel. It doesn't. The people here have attempted to fight back much earlier than in my home town. I say that with angry heart, because I love my town. But I've told Joe Moakley that as bad as things are, where people have given up in my town the drug traffickers and the gang leaders, have completely taken over. They have intimidated our police department to such an extent that there are certain areas that the police do not go into.

But last night with Deputy Superintendent Celester, seeing him talking with people who are putting their lives on the line—and that is what I have to stress, working as a team with the churches and community leaders—at least it puts the drug traffickers on notice that the community is prepared to take back the power that they have.

So we're here not just to give lip service, but to encourage that type of coordinated effort to take back our streets and our lives and I do hope that the Congress instead of talking can fashion legislation in such a way that it can be most productive, not just passing out dollars to cities and states but supporting the programs that really are working. That's why we're here.

Mr. Moakley. Actually, we talked about Bill Celester. Last night on our tour, we had two other very able, helpful gentlemen also out there in the trenches: Lawrence Jones, director of the Roxbury Boys and Girls Club, who did an outstanding job in pointing out some of the problem areas; and also Curtis Jones, who is chief of public safety at the Boston Housing Authority. Both these gentlemen were very helpful to Bill Celester and made the tour a very memorable and important tour for all of us and showed Congressman Rangel just exactly how some of these task forces are interacting with the police department.

To open up, I'd like to introduce the host here at the Boys Club, Kevin Phalen, who is the president of the Boys and Girls Club. Kevin, would you like to make an opening statement here?

[Statement of Mr. Moakley appears on p. 94.]

STATEMENT OF KEVIN PHILLIPS, PRESIDENT, ROXBURY BOYS AND GIRLS CLUB, ROXBURY, MA

Mr. Phillips. Thank you, Congressman. Very briefly, I want to thank the respective Congressmen for coming to Boston and in particular to the Boys and Girls Club facility here in Roxbury today. I think they saw the problem in the streets last night, and we believe that this facility is somewhat of a positive location where drugs and booze and weapons are not tolerated. Lawrence Jones does a tremendous job in working with good young kids and welcoming those kids who may have had problems back into a positive environment, and for that we thank him and we thank you for coming.

In addition, I know one of the issues that will be heard from the community today and to the respected Congressmen from Washington is the need for money. I want to assure you that as a private organization in Boston, we're 97 years old with three facilities in the city, we are about to start our own capital campaign this March to raise additional funds and with the plans of expanding the south Boston Boys Club which Congressman Moakley has already been helpful towards us. In addition, we're talking about building a new facility in the north Dorchester area approximately 2 miles from this existing facility today.

So we thank you very much for coming, and welcome to Boston. Thank you, sir.

Mr. MOAKLEY. Thank you very much, Kevin. We have a veterans group. Do you want to come forward, please?

[Shaking hands with veterans group.]

Chairman RANGEL. Chairman Moakley and I have just received distinguished service awards from the Veterans Benefit League Clearing House. I'd just like to tell Mr. Cooper and Mr. Washington who participated in hearings that we had during the weekend, a legislative weekend of the Congressional Black Caucus, it was really tragic to see the tens of thousands of blacks that have served in Vietnam and in Korea that are found in hopeless despair addicted to drugs and homeless throughout our country. We can and must do better, not just for our veterans but for all of us who are concerned. In a large sense, these awards mean that we have to do more. We're deeply appreciative.

Mr. MOAKLEY. I would like to explain why we're here today and what the committee hopes to accomplish. I've asked my very good friend and colleague, Congressman Charlie Rangel, the Chairman of the House Select Committee on Narcotics Abuse and Control, to hold field hearings here in Roxbury so that he could hear firsthand what so many in this community have told me privately—that the drug problem has reached crisis proportions.

I want to thank Chairman Rangel and members of the committee and Congressman Joe Brennan, as well as the staff, who have agreed to my request.

President Bush has recently proposed his plan to fight the war on drugs. It covers a variety of areas, including that of interdiction, rehabilitation, and counseling for users, education and stiffer penalties for users and dealers.

I believe we can all agree that the areas the President has focused on play very pivotal roles in combatting this horrible drug scourge. Where we disagree, however, are in the areas of what has been left out, the concentration of resources and concentration of efforts. That's where the witnesses here today can help us as we in the Congress begin to debate and craft future drug bills.

The people who will testify today are on the front lines in this war on drugs. They fight this war every day. Their experience and their advice I believe will prove very invaluable to this committee.

Let me take a moment to commend the many people in this community who have, without outside assistance, created programs and activities to help fight drugs in these neighborhoods. Against overwhelming odds, these committed and caring individuals have been able to mobilize others to take back the streets and the communities from the drug peddlers. But, Mr. Chairman, this community needs more help.

Mr. Chairman, out on the very streets that we have traveled to get here this morning, crack cocaine, heroin, barbiturates and a virtual candy store assortment of uppers, downers, and addictors are traded on a daily basis—openly, criminally, and without shame.

The byproducts of this drug culture are weekly funerals for our youth, unsafe streets, terrified citizens afraid to leave their homes, and economic disaster for these neighborhoods.

I urge this committee to ask the tough questions and I urge the witnesses to be blunt and honest in their responses.

I would like to know, for example, what current programs work and which programs don't work?

Is there a need for new programs?

What role, if any, have cuts in existing programs had in hampering the drug war effort?

Mr. Chairman, the drug problem did not occur in a vacuum. In the last 9 years, Federal funding for our youth in inner cities has been cut drastically. Only recently, the first raise in minimum wage in 7 years was vetoed, over a difference of a mere 30 cents an hour. Yet last week, a tax cut was approved that will mostly benefit individuals earning $200,000 a year or more.

We in the Congress routinely approve multimillion dollar appropriations for MX missiles, Star Wars technology, B-2 bombers which look like batmobiles—technologies that we pray we'll never use. But we scoff at minimal increases in such programs as job training, child nutrition programs, and day care. I've been told that in Roxbury, a Federal demonstration public housing day care center that was started less than 6 months ago already has a waiting list of over 100 families. How can we expect a parent to seek meaningful employment without assurances that their child will be properly cared for?

Is it any wonder that a youth might choose to make $500 a day selling drugs rather than earn a minimum wage that is far below the poverty level?

We need a comprehensive solution to the war on drugs—a now far-reaching approach than what President Bush has suggested.

Bogota, Colombia is not our only problem. Hopelessness amongst our youth, lack of job opportunities, mediocre schools, lack of day care facilities are also problems that need to be addressed.

It isn't enough for the President to wave a bag of crack cocaine before our Nation's television viewers and declare a war on drugs. We need the necessary money, resources and national resolve if we are to win this battle.

Every public opinion poll shows that the American people view drugs as the greatest threat to our society and to our security. So does it make any sense to spend $285 billion on the military budget but propose only $7.8 billion for the No. 1 threat against our Nation?

Shouldn't our response be based on what the enemy is doing? How much are the drug lords spending? I'm not sure, but I'm certain that it's a hell of a lot more than we are spending in fighting them. Just last week in Los Angeles, over $20 billion dollars in cocaine was confiscated—and that's just the tip of the iceberg.

I think it's a sad state of affairs when drug lords can spend whatever is necessary to stay in business but our top officials are telling us that we simply cannot afford to respond in kind.

"We are broke," President Bush tells us. "We can't afford to spend more to fight the war drugs," we're told. Yet when $600 million is needed for Star Wars, the President can find the money.

When the President wants $166 billion to bail out the savings and loan industry, "Poof," the money appears.

I praise President Bush for making the drug war a priority. But the administration is being cheap—when our Nation cannot afford to be. His current plan is insufficient. There is not enough emphasis on prevention, treatment, and counseling. Quite frankly, the scope of the plan is much too narrow.

This is a war. We must fight it like we've fought previous wars—to win.

Today, we have come to the front lines of this war to decide a strategy for victory.

Mr. Chairman, I look forward to today's testimony and I once again want to thank you and the committee for agreeing to have this very important hearing in the center of Boston. Thank you.

Chairman RANGEL. This Select Committee on Narcotics Abuse and Control will commence our hearings. We want to thank Chairman Moakley for once again inviting us to the great city of Boston. It's been 4 years since we've been here.

We now have a new legislative initiative on the House floor in support of President Bush's strategy. It's outlined by Dr. Bennett. We want to really get in the trenches with a dynamic city, a dynamic State, with a great Governor that has recognized this problem long before today. We want to really get in the trenches and find out and get the direction as to what we should do in Congress and what we can do in this legislation.

At this time, I yield to the distinguished former Governor of Maine, an outstanding member of the Select Narcotic Committee and someone that I am certain that the Nation will soon see the leadership that he will be providing in this area, Congressman Joseph Brennan.

Mr. BRENNAN. Thank you, Mr. Chairman, Governor Dukakis, and others attending what I think is a very important hearing. I'm just going to make some very, very brief remarks because I know some of our witnesses are here.

I want to say again that I appreciated the tour of Roxbury last night. The Boston officials did a wonderful job, giving us a chance to talk with many of the people that are directly affected by the drug problem. This problem does present a very serious and a very urgent challenge to this Nation, and it's one that's going to require us to rise above our best efforts of the past.

I sincerely commend President Bush for using the moral authority of his office to go on national television, to go into the schoolrooms of this Nation to try to help in this effort. But I think that the administration's goals are too modest, they are too timid, they are setting their sights too low.

President Bush's drug strategy states that they hope to reduce drug use by about 10 percent in 2 years. I say, what kind of message does that send to a mother trying to raise children in an inner city neighborhood when we talk about a 10-percent reduction in 2 years? That might be interpreted to mean that, instead of having 10 drug dealers on the street corner, they would only have nine 2 years from now.

Is that really giving the hope to that mother that this Nation ought to be giving to her? I believe we can do a lot better.

I think the Chairman pointed out very eloquently that we're concerned about the Mid East; we're concerned about Germany; we're concerned about Poland. But, I think we ought to be more concerned about the few miles east, west, and south of the White House, where a young generation is nearly being wiped out.

A goal of going from ten to nine drug dealers on the street corner 2 years from now is clearly not enough. This timid plan, this very modest goal, is not acceptable. I think I can say with nearly absolute certainty that the residents of the fancier, ritzier suburbs of this Nation would not settle for such a modest, timid objective if the quality of their lives hung in the balance. I think the Bush administration would react much more strongly, much more firmly.

In a lower income section of Washington earlier this year, a young mother sitting on her front porch with her husband was killed by a stray bullet from drug-related gunfire down the street. She left behind a young son. While we cannot explain to the little boy what happened, why his mother is gone, I think things like that ought to make us strive to do our very best and to move beyond mere words.

Clearly, we are losing our communities and our children and our lives to drugs. We must fight this battle with every resource available—this is important to me—we cannot be satisfied of just ridding our own neighborhood of drugs. We must fight until drugs are out of every neighborhood in our cities, and we must work together to do this.

I'm honored to be on this committee with Chairman Rangel who has been, I think, the top fighter in this Nation in regard to the war against drugs.

Chairman RANGEL. As you can see, we are extremely glad that Governor Dukakis has taken time to be our lead off witness. It's no surprise since he has been a national leader in this war against drugs. I think at this time I would yield to Joe Moakley to introduce the great Governor of the State of Massachusetts.

Joe.

Mr. MOAKLEY. Well, the Governor and I have served in legislature many, many years. I've seen him grow from a young man into the Governor and a great candidate. You're right—he's always been active in his civic communities and he's been very active in drugs; in fact, he just visited the Massachusetts delegation in Washington just 2 weeks ago and one of the things that he discussed very heavily was drugs and the money and how it should be used. So it's a great pleasure to introduce the Governor of the Commonwealth of Massachusetts, Michael Dukakis.

Chairman RANGEL. Governor, Congressman Brennan has a special relationship as a former Governor and colleague. Governor Brennan?

Mr. BRENNAN. Well, I'm certainly really honored to be here and to have a chance to listen to Governor Dukakis' testimony. I served with him at the National Governors Conference for several years where he was voted to be the outstanding Governor in this Nation. He's one of the Governors I always looked up to, one of the Governors that I sought advice from. I'm really anxious to hear his testimony because I know what he's done in this State, going around to the schools, bringing with him celebrity football players and others, because Governor Dukakis understands that much of this fight will be won through education.

Chairman RANGEL. Governor, we have your statement. It's going to be entered in the record if there's no objection, and you can proceed in your own eloquent way. You can highlight or share with us in your own candid way how you see the problem, the battle, and what you would suggest that we do about it. Thank you for being with us.

STATEMENT OF HON. MICHAEL S. DUKAKIS, GOVERNOR OF MASSACHUSETTS

Governor DUKAKIS. Mr. Chairman, thank you, and a special thanks to Joe Moakley and Joe Brennan, two good friends, two really outstanding public servants, and a special welcome to you.

I remember September 1985, Charlie, very, very well. You had been all over the country and came to Massachusetts; we talked to you about the early months of the Governor's Alliance Against Drugs, and I remember your saying it's a story repeated many times. You had been all over this country, and the first ray of hope that you had heard and sensed is here in Boston, MA.

I thank you for that, and thank you for your leadership because you've been at this now for a lot longer than most people and in fact, the 1986 law—which in my judgment created a real framework for those of us at the State and local level to go to work and gave us some resources—was one of the great legislative achievements and I'd like to think that at least in part it came out of that hearing in Boston in September 1985.

You're also looking good and smiling these days; I assume that means the news is good in New York City and we'll be able to celebrate a great Democratic victory in the first week of November.

I'm not going to read my statement to you because that has been entered in the record. Let me just highlight briefly a few aspects of what we've been doing here since September 1985, give you a progress report and then perhaps make some suggestions.

As you know, at that time we were barely off the ground. We were less than a year into the Governor's Alliance Against Drugs. We were beginning to see some hopeful signs, but it was just a beginning.

Today, Mr. Chairman, 80 percent of the school children in this State are receiving comprehensive drug and alcohol education and I hope before I leave office it will be 100 percent and it will be 100 percent beginning in the first, second and third grades in every elementary school in this State. If I were to make one recommendation to all of you, and if I were to have one criticism of the President's proposal, which is I think quite good as far as it goes, it would be to set as a national goal by 1992 comprehensive, and I mean comprehensive drug and alcohol, education beginning in the first, second, and third grades in every elementary school in the United States of America.

I think that is an achievable goal, and I can tell you from our experience to date that it is probably the single most important thing we can do to break the back of this epidemic. Drug use among high school seniors in this State is down twice what it is nationally, cocaine use is down five times what it is nationally, and this among high school seniors most of whom only began to get their drug and alcohol education in junior high school for obvious reasons.

I can tell you from my own experience, these days I am in a different community and school system at least once a week, that the attitude among middle and junior high school students that have had the benefit of early drug and alcohol education is so dramatically different from what I was sensing in 1984 and 1985 when we first began this effort, that there is no question in my mind that this is fundamental to this effort.

We can talk all we want about interdiction—it's important, although we've got to recognize that this is a big producing country when it comes to drugs, as you know, Mr. Chairman. We can talk about treatment on demand—and it's important—and let me say, Mr. Chairman, that I am very proud of my legislature that reaffirmed on Wednesday by an overwhelming margin the commitment of the people of this state to universal health care, the best and the fastest way to get treatment on demand because if we can insure every single family in this State, an insurance policy will provide treatment.

But comprehensive K through 12 drug education has to be fundamental. The one thing that I don't quite understand about the President's proposal or Mr. Bennett's approach is that they don't seem to be able to make that commitment. It's achievable, it's doable, we've got to adopt it as a national goal.

Peer leadership—when I spoke to you in September 1985 we had just begun our peer leader training effort. Today, we have 4,000 trained peer leaders in the high schools of this State working with elementary school students. I can tell you that from what those elementary school students tell me it's those high school peer leaders that are the most effective with them.

Governors can come in, Members of Congress can come in, parents—of course we want to involve the community law enforcement officers, teachers and so on. Those trained peer leaders, high school youngsters who themselves have told me how much they have benefited from the program, going into elementary schools are absolutely essential to our effort. So I would strongly recommend that as well. We've done all of the enforcement things: we have six times as many people committed to prison, and I don't have to tell you we have the same prison overcrowding problem that other States have because of it, but we're going to continue to do it, and in cooperation with the mayor, with our Drug Enforcement Administration officials—John Coleman is here, our very able Regional Director.

This summer, knock on wood, has been one of the quietest and the best summers we've had in this city and it wasn't an accident. We've done some very, very intensive enforcement and it's making a difference.

Four years ago, our educators were extremely reluctant, Mr. Chairman, to talk to their local police officers. The gulf between educators on the one hand and police officers on the other was massive. Today, 60 percent of our communities have signed school-police memoranda of understanding that lay out in detail what happens when a youngster is caught selling or dealing within a school system, what happens when a youngster is caught using and how the police and our education leaders divide those responsibilities. Absolutely essential—those memoranda of understanding are crucial to dealing with the problem in school.

We've set as our goal drug-free schools in this State by the end of 1990. We're well on our way toward achieving that and let me tell you just briefly what we're doing to emphasize this message in a very serious way.

I signed this year three important pieces of legislation. The first imposes a mandatory minimum of 2 years for anyone caught selling drugs within 1,000 feet of a school property in this State. We're not only posting those zones with drug-free zone signs, but that law now applies to any school, public, private or parochial. Within 1,000 feet of that school property, anyone caught selling within that zone will be subject to a mandatory minimum 2-year sentence.

Second, I signed legislation which now provides that anybody violating our drug laws can lose their motor vehicle license for up to 5 years; in the case of a teenager, to age 21. Our teenagers tell me that this is the first such effort that they think has a significant impact on drug use and abuse. A youngster's ability to get and hold a motor vehicle license, I don't have to tell you, is an important part of growing up. I think the fact that we have now signed legislation providing some very tough sanctions on the violation of our drug laws through the denial or the suspension of a motor vehicle license is important.

Finally, I signed legislation which will impose serious penalties, including a loss of license, on youngsters who obtain false liquor ID's or participate or provide information which would lead to the obtaining of a false liquor ID.

So we're trying, both on the education front and the enforcement front, to make sure that this commitment to drug-free schools, drug-free school zones is real in this State.

Mr. Chairman, I can report very substantial progress. It's just a very good feeling these days to go into our schools and just have a sense that we have a very different attitude, that we're reaching out to our youngsters and their parents very early. Obviously, I want to do that in every school system in our State and again, I strongly urge you to take that message back to Washington and to set this goal of comprehensive drug and alcohol education for every elementary school in the nation.

Just one final piece of good news, and that is that on Monday again the House of Representatives here in Massachusetts by an overwhelming margin voted to ban military-type assault weapons in the city of Boston. I hope we can extend that to the entire Commonwealth. It was a terrific vote, overwhelming support, absolutely blew the gun lobby right out of the door of the statehouse. I can only say to you that I think it's another reflection of the fact that with a strong commitment and strong leadership and with overwhelming support from our fellow citizens, we have potentially the ability to get these weapons out of circulation.

As you know, Mr. Chairman, better than anybody, they have only one purpose and that is to kill people; they are the weapon of choice of drug dealers. This is a law enforcement issue—we had police officers from this good city up there lobbying hard for that legislation. They know what happens when you try to knock down that door and you take your life in your hands to do so and it was just an overwhelming vote. So I hope before long I can report to you that this state has voted a ban on these types of weapons statewide and again, this is an important step on the road toward I hope can be a drug-free society.

So once again, I'm happy to report progress to you. We look forward to working with you as we did in 1985 and 1986 and obviously to the extent that you could beef up the President's program, expand its scope, expand its vision because I think that's essentially what all you are saying, and provide us with additional resources. Believe me, we're ready to take what you give us and go to work to make things happen.

If you have any questions, I'd be happy to respond but it's just great to have you in town. We also welcome our friend from what used to be a part of Massachusetts; now it calls itself the State of Maine. If you have any questions, Mr. Chairman, I'd be happy to answer them.

[Statement of Governor Dukakis appears on p. 97.]

Chairman Rangel. Governor, I thank you for the inspiring testimony that you've given to us today, once again allowing Massachusetts to provide national leadership. I can't tell you how happy I am to see that you have singled out assault weapons as a part of your testimony.

Last week, I had the great honor to meet and talk with that courageous President of that South American country called Colombia where it appears as though they too have the spirit of fighting back, notwithstanding the fact that many public officials have been assassinated, including a candidate for President.

Naturally, we asked how could America be more helpful. One thing he said he did not need was American troops or even talk about sending American troops, which you and I could understand. He said that he hoped that America could stop the distribution of these chemicals that are manufactured in the United States and used to process the coca leaves. He said he hoped that the countries that were providing mercenaries to train the terrorists would stop and cease this activity. He hoped that America would provide some leadership in terms of money laundering, recognizing that a lot of American and other international bankers know that they're dealing with drug traffickers. But he said that most importantly the United States is manufacturing the weapons, the automatic weapons, that terrorists are using to kill our people.

How strange it would be—that I've heard this from the President of Colombia and last night a lady in Roxbury thousands of miles away would include in her list of things that we should do is to try to ban the manufacture and distribution of assault weapons.

So it seems to me that once again Massachusetts is providing leadership. You should be lauded in your State legislature, because I don't know what mind fix the President has, but if he can tell me the difference between banning foreign manufactured automatic weapons and American automatic weapons, as though the victim is going to check out where it's being made, I don't understand it. I don't understand that much about hunting, but for a poor rabbit to be assaulted by one of these guns just doesn't sound fair to me.

Governor Dukakis. Mr. Chairman, let me also say, and of course I agree and endorse everything you've said, but this State already has some of the toughest gun control laws in the country. We also last year had the lowest homicide rate of any industrial State in America, and I think there's some connection between the two.

Chairman Rangel. I'm pleased to see the emphasis that you have constantly placed on education. What amazes me, and maybe your staff can help me, is the willingness for society locally, at the State level and nationally, to invest in our prison system.

It's unbelievable the enthusiastic support that we can get on bond issues for prisons. In the city of New York, we pay $60,000 a year to contain someone in the city prisons, and we get a bargain basement price at the State level because they deal with volume, of $50,000 a year. Because of the increased cost of realty, they tell me to build a prison costs a quarter of a million dollars a cell. I don't know how much it costs to put a bum into jail, but I understand with the increased union bargaining settlements with the police, the cost of living with judges and court officers, that a real good professional bum can cost the State over a lifetime a million bucks.

How would you suggest as a Governor and a national figure that we can convince American people that if we can put the money up front into education, if we can provide the recreation facilities such as we have in Roxbury in this club where we're taking this testimony, that we can save the American public one heck of a lot of money and in addition to that, have productive citizens that can get jobs in offices and the work plant, and let the Japanese and the Germans know that we won the war and we've got people that are willing to work and raise the revenue so that we can do things more pleasantly? How does the message get out, Governor?

Governor Dukakis. I don't think you have to persuade the American people of that, Mr. Chairman. You take a look at any poll that has been done on the subject of drugs in this country, and the response of the people polled on the question of what do you think we ought to do about it, and at the top of the list every time is education.

I made a point after the President's speech of just informally talking to 25 or 50 drug enforcement officers at all levels—how are you doing, what's going on. I don't have to tell you that being a drug enforcement officer these days is an extraordinarily difficult and courageous thing to do. And after describing to me some of the problems, concerns, illegal immigrants, and the moving kind of targets you've got to deal with, in every single case, when I said to those drug enforcement officers, "What do you think we ought to do?" The answer came back, "Education."

So I don't think we have to convince our people. They know that starting early is important. They know that starting early with youngsters tends to involve parents early, something that's very important. They know that building bridges between the educational community and the law enforcement community in every city and town of this country is very important.

The puzzling thing to me about the President's message is that this seemed to be about sixteenth or seventeenth on the list. I remember talking to Mr. Bennett about it and saying, "Bill, I really think this has got to be up further." The response I got was, "Well, if they're not doing it after all we've done, they should be."

Well, maybe that's true. But I think establishing comprehensive drug and alcohol—and let me emphasize that, because we tend to make this distinction and while we're seeing dramatic reductions in drug use among high school students in this State, they're still drinking an awful lot, and that's just a drug in another form. But I think the Congress in approving the legislation that you're in the process of drafting can make a very strong statement.

I know you're doing it with increased resources, and you're going to do a very strong statement, that by a date certain we're going to have comprehensive drug and alcohol education beginning in the early elementary grades in every elementary school in this country. This is an achievable goal, Mr. Chairman. This is an achievable goal.

Half of the kids in this country are getting virtually no such education at this point. I think this is probably the single most important thing you can do, and the American people already recognize it, because they'll tell you that. They'll tell you that.

Chairman RANGEL. Governor, you and others talk a lot about the reduction in drug and alcohol use by high school students. God bless them. But a large number of my constituents have found themselves in jail and are not high school students; others have either dropped out or been kicked out of high school.

I guess my last question is do you find any relationship at all in your political experiences between people without high school education or, to put it another way, without job skills, without decent housing, without goals, without jobs, without hope, do you find a correlation between that group and chronic alcohol and drug abuse? And if so, what would you recommend to your Congress?

Governor DUKAKIS. Eighty to ninety percent of the people that we incarcerate in this State are there directly or indirectly because of drugs and alcohol. I assume that figure is probably consistent with what you find in New York and what is true all across the country. Now, trying to break into that cycle, when somebody is a young adult or more is not easy. I think we've got to recognize that.

We've got to do more and better at getting treatment into our jails and corrections facilities. We're not doing enough of that in this State, I don't think we're doing anywhere near enough across the country. We recognize that.

Trying to break that cycle of chemical dependency, particularly on the part of young people that have dropped out of school, is not going to be easy. We're having some success in bringing the dropout rate down dramatically in many of our older urban communities. I think we know how to do it, Mr. Chairman. The question is, "Are we prepared to put up the resources and provide the time and commitment?"

But I can tell you that in the city of Fall River the dropout rate is down about 40 percent in 4 years, and in many other communities across this State we've had similar very dramatic reductions under something we call our Commonwealth Futures program. We're trying to focus in on the special problems of those youngsters, trying to identify them early in middle school and junior high school, the kids that are at risk and likely to be dropouts if we don't do something about it.

So we know how to deal with the problem. But once you have somebody, as you know, Mr. Chairman, who is chemically dependent, just trying to break that cycle is not going to be easy. We've got to do it, that's why I'm such a fan of universal health care, because that's really the way to provide treatment under demand.

But in the last analysis of this, it's going to take time. No question about it. Starting when those youngsters first arrive in school is the single most important way that we're going to make sure that we don't get into the cycle of chemical dependency and crime and dropping out and the rest of it which we now face in too many communities across this country.

Chairman RANGEL. Thank you, Governor. I now yield to Mr. Moakley. There is a saying that a prophet is without honor in his own country. But I would want you to know, Governor, that there is no law, there is no resolution that even gets to the floor of the House of Representatives unless it passes through the awesome and powerful Rules Committee, which is now chaired by this fellow from Boston. So that anything that we do right, of course, the Select Committee is responsible for but if we're unable to get a rule we just can't function. The chairman of the powerful, awesome Rules Committee, Joseph Moakley.

Governor DUKAKIS. I trained him in his youth, Mr. Chairman, so I know the good job he's doing has a lot do with lots of good work we did together in Massachusetts.

Mr. MOAKLEY. Thank you. Governor, I really commend you not only on your statement, but on your actions and I know that you and I have talked and I've seen the programs that you instituted bear fruit and go on.

The only question I have and Chairman Rangel is a former prosecutor so he asks all the right questions anyway and he's got it out on the table, are you satisfied with the cooperation that you receive from the Federal Government? Is there anything that we can do to stiffen up or help make your act as Governor any easier?

Governor DUKAKIS. Joe, let me say two things. First, we've had a great relationship with our regional DEA people. Bob Studman first, who frankly was the guy that forced me to confront this issue in a very direct way, he did it with a lot of guts.

He came into my office one day, I'll never forget it, in the spring of 1984 and started shaking his hand at me and said, "Governor, you've got a problem and you've got to do something about it." I'll tell you, Studman woke me up. I will forever be grateful to Bob for that and his successor John Coleman, who has been terrific, and who, with the DEA people, are the first to recognize that education and prevention is an essential part of this job. They're doing a great job with us. I know the mayor will be here shortly, by the way, and he has been providing great leadership. We're now working together as a team. So I have nothing but good things to say about our Federal colleagues.

I guess the one thing I would say, Joe, and I say this with great appreciation, is that the resources that you are now providing us, under the 1986 legislation, have been absolutely critical to our success. As you know, every State in the Northeast and across the country now is facing financial strains, declining revenues, and so on, and so forth. Getting a good education and prevention program up and running in a particular community does not require billions or even millions. But those modest grants that we're able to make through our alliance, thanks to the action of the Congress, are just unbelievably valuable.

I was just in Watertown a few days ago meeting with youngsters, parents, teachers, law enforcement officials, and counsellors. The head of Health Education in Watertown schools came up and said, "Look, your Alliance grant has made all the difference to us."

That's your grant, Joe. Those are funds that you are providing along with some we're trying to provide at the State level. So these modest grants serve to stimulate and support the kind of community effort that we're seeing out there, with very strong leadership at the State and local level—don't get me wrong, if we're not there doing our job, it isn't going to work. But those grants and the work that we did on the 1986 act have just been extremely valuable and if you can provide that kind of support and maybe a little more, believe me, it has made all the difference in the world. We've just gotten great cooperation.

I can only again say, and I know I'm being somewhat repetitive, that if we can write into the law that comprehensive K through 12 education is a national goal by a year certain and then go to work on that, all of us, I think I can speak for all of the Governors, Joe, when I say to you that the Governors are prepared to provide leadership here. I think you know that. We're going to be fine. But we've had great cooperation, great cooperation; especially from the regional DEA office. They've been terrific.

Mr. MOAKLEY. Thank you very much, Governor.

Chairman RANGEL. Governor Brennan.

Mr. BRENNAN. Governor, I do want to commend you for the success that Massachusetts has had with the declining use of drugs by high school kids, the declining use of cocaine. Is it correct that you attribute much of this to the education program?

Governor DUKAKIS. Absolutely. Absolutely. No question about it.

Mr. BRENNAN. Would you say, then, that the top priority of the Congress is to make sure that 100 percent of the kids in this nation have that drug education?

Governor DUKAKIS. That has to be at the top of the list, and I mean comprehensive education. You've been talking about a filmstrip every 6 months or an occasional visitor. You've got to train teachers first and foremost, and that takes some time.

We've been able to train our teachers and they've responded very strongly. Those peer leaders coming down from the high schools to work with those youngsters in the elementary schools, they're as an important part of this educational process as anything, for their own sake as well as for those youngsters. But you're talking about comprehensive education beginning when our youngsters arrive at school and going right straight through those full twelve grades.

Mr. BRENNAN. Is most of the education given by the daily first, second, and third grade teacher, a teacher specially trained in this area?

Governor Dukakis. That's where it has to happen. Now we have resource people and counselors who come in and typically now in every one of our school systems there is one person who works full time as the coordinator within the school system, helps in training and support, provides additional materials and educational teaching and so on.

But the classroom teacher has to be trained. We have had literally thousands of hours of training sessions with our teachers.

At first, as you can imagine, I mean, we're asking our teachers to do everything these days. Here comes Dukakis with something else. What's he got for us now? But I will tell you that our classroom teachers have responded very positively, the training has been good, once again, we couldn't have done it without the resources that you've provided us, and I cannot thank you enough for that.

Mr. Brennan. You see that as a Federal responsibility—an appropriate Federal responsibility—to provide monies to do this even though 95 percent of the education monies are State and local?

Governor Dukakis. If you can set this as a goal, loud and clear, and that's the one thing that seemed to me didn't come through in the President's message—if you can set this as a goal, loud and clear, write it into the law, set a time frame—let's be ambitious about this. Three years, two years, four years—something that says in every elementary school in this country—isn't it a Federal responsibility in the broadest sense of the word? All of us have to be part of it.

But if you can set this as a goal, if you can provide us with some resources—we've got a responsibility to provide resources ourselves, we're trying to do it—we can lick this thing.

Mr. Brennan. The theory there is that these kids will ultimately make their own informed decisions of what to do in regard to drugs.

Governor Dukakis. Again, I don't want to go on at great length. Let me tell you the Bob Studman story, which I'm not sure I've told all of you, because I cannot emphasize it too much.

We had begun, Joe, in 1983 with Students Against Drunk Driving on the drunk driving side of things. Here again, if I may say a little something from my statements, Chairman, we had the safest State in the country last year in terms of fatalities on our highways and this summer we've had the safest summer since 1951 in this State. It's had a lot to do with education on substance abuse, alcohol, and drugs. No question. The safest summer since 1951—look at the national statistics—I don't have to tell you they're going the other way.

But Bob came into my office, and I'll never forget, he started waving his finger at me. He said, "Governor, you've got a problem. You've got a problem. Let me tell you a story. I was in a suburban high school not too far from Boston a few weeks ago, about 1 p.m. in the afternoon, and I met a young woman who was obviously stoned out of her mind. I said to her, 'Why are you doing this? Why are you using drugs?' And she looked at me and she said, 'Well, nobody told me there was anything wrong with it.' " Then he paused, and he said to me, "That was Brookline High School, Governor. You went to school and your wife went to school and your kids are going to school there."

Well, we went out, Mr. Chairman, and we did a survey as a result of that little conversation with Mr. Studman. We surveyed 5,000 high school students in the State, public, private, and parochial. What did we find? That half of our kids were experimenting with drugs and alcohol in junior high school, not high school. That about 40 percent of our youngsters in high school were using drugs regularly. I'd say it's over 90 percent when it comes to alcohol and that the problem, if anything, was worse than Studman had told me it was.

Then I went out and began meeting with students, just myself, no other adults in the room, and within about 2 minutes kids will let their hair down and tell you what's happening and frankly what I heard was even worse than the survey. But it was Bob Studman's leadership frankly in coming to me and sticking his finger in my face and saying, "Look, you've got a problem you've got to do something about it" that made the difference for us and got us going. So that's where it all began.

But we've got to set that, Joe, as a national goal and put it right up there. If you can provide us with some very modest resources, we'll take it from there and do the job.

Mr. BRENNAN. Thank you.

Chairman RANGEL. Governor, if you can persuade the chairman of the Rules Committee to allow for a rule that I could amend the education bill to have that as a national goal——

Governor DUKAKIS. I'll do everything I can, Mr. Chairman. If you bring us a victory on the first Tuesday in November from New York City, then we'll hold up our end of the bargain.

Chairman RANGEL. I think I can almost say you can depend on that. Let me thank you for the leadership you've provided. Whatever your political ambitions are, you certainly have recorded a great year in Massachusetts and the National Governors Association and this committee are going to continue to depend on your leadership.

Governor DUKAKIS. I look forward to working with you.

Chairman RANGEL. Thank you very much.

Mr. MOAKLEY. Thank you, Governor. Thank you very much.

Chairman RANGEL. Our next witness is not only well known in the city of Boston but certainly his activities outside of City Hall on behalf of the people of this great town are well known as well as the leadership that he's provided in the Conference of Mayors. I'd like to say before I turn the introduction over to Chairman Moakley, that without fear of contradiction, you would not have had the 1986 omnibus drug bill had it not been for the leadership of the Conference of Mayors in supporting the bill, yes, but also in lobbying for the bill with the Members of Congress to provide that overwhelming veto-proof vote that we had in 1986 and again in 1988. I just wanted to make certain that the record states that before I turn the introduction over to Joe Moakley.

Mr. MOAKLEY. Thank you. Actually, Mayor Flynn has been an on-the-job mayor. Escorted by the police department, last night we went around to task forces and we talked to people in housing and they said, "Thank God for Mayor Flynn and his police commissioner, working so close with us, making our job much easier."

The mayor has got a tough job, he's got a limited budget, but it's not for lack of energy that things haven't been done. Mayor Flynn has been on the spot on a lot of these drug conferences. As you say, in Washington, he's been down there testifying before committees. He's been very vocal in the organization of mayors, and he's been a credit to our city in leading the way on a very, very difficult problem. It's great to have a neighbor of mine, a fellow I saw grow up as a youngster and conquer the basketball courts and now conquer the City Hall, and the political situation with the same zeal. My dear friend, Mayor Flynn.

Chairman RANGEL. Governor Brennan was talking about the mayor this morning, saying that he——

Mr. MOAKLEY. Said some nice words, too.

Chairman RANGEL. The Boston papers have been following your career, and I know he wants an opportunity to welcome you.

Mr. BRENNAN. I sure do, and I'm delighted to be here. I want to say that I was very impressed last night with the relationship that your police apparently have with the citizens. I came from a neighborhood in another city and when the police came through the neighborhood, we weren't too delighted to see them. Frankly, the police simply didn't have that type of relationship.

I sensed that the relationship with the tenants last night was terrific. The response in some of these neighborhoods was just excellent, and I commend you for the leadership that you have shown in this city, getting out with the people. After all, these governments belong to the people—sometimes we forget about that, particularly in Washington.

Chairman RANGEL. I have checked with Mr. Moakley and I assume that the committee will have no objection to your entire testimony as written being entered into the record. You can proceed, Mr. Mayor, in testifying how you feel most comfortable, but I just want to join my colleagues in thanking you for your national leadership and taking time out to share with us how we can do a better job, not only in Boston but for all of us.

STATEMENT OF HON. RAYMOND L. FLYNN, MAYOR, CITY OF BOSTON, MA

Mr. FLYNN. Thank you very much, Congressman. Let me thank Congressman Moakley. I believe, if you don't mind me saying this, Congressman Brennan and Congressman Rangel, but I think we happen to have the most effective Member of the U.S. Congress in our district and we're very, very proud of that.

Chairman RANGEL. We share that. When we have any matter before the Rules Committee, we agree with you 100 percent.

Mr. FLYNN. I said it when he was just a regular Congressman, now he's a big shot. [Laughter.]

But, seriously, we're very, very appreciative of this meeting and Congressman Brennan, I want to thank you for appreciating the fact that we've got a city that is really pulling together and you're going to hear from a lot people out here—Minister Don and Ben Haith and folks across the city of Boston—Georgette Watson, I'm sure she's here somewhere. But folks that are really committed to working very hard and fighting drugs.

I have to say that, Congressman Rangel, I don't know of any staff, if you don't mind me saying this, you know, we're all in positions where we get a lot of credit for a lot of work that is done by the staff, and I'm the first to acknowledge that. Your staff is just extraordinary. Any time the U.S. Conference of Mayors needs some support or backup material, your staff is like the encyclopedia of information and support. We appreciate that. Let me give that little bouquet because oftentimes we don't give our staff enough credit.

Chairman RANGEL. The staff will be on notice that's in lieu of a pay raise. [Laughter.]

Mr. FLYNN. Let me say that—how do I say this without offending a lot of people—I've heard a lot of discussion and talk about the President's policy and how he's applauded and everybody's applauding the President's policy in terms of recognizing the drug crisis in our country. I've had a number of meetings with Bill Bennett and other people associated with the drug crisis in this country.

But by the same token, how do we really justify the fact that here we've got a very clear, articulated policy and we've identified what the problems are, but at the same time, there is one essential ingredient that is absent. That is, where is the commitment of resources on the part of the Federal Government to deal with these problems, whether it's in the area of education that the Governor talked about or an issue that I'd like to talk about a little bit, is about treatment and rehabilitation, as well in the area of law enforcement, interdiction and so forth.

I don't believe that commitment is really—I don't think it's really sound, I don't think there is a backup of the words, the rhetoric, with the resources. You can't have it both ways. I mean, you can't say you're going to do something and then all of a sudden decide not to provide the tools and wherewithal to do the job. I wish that at some point in time we would stop applauding Presidents of the United States for recognizing the problem and then not being critical of the tools to build the house, to provide the resources to get the job done.

There are a lot things that have to be done. Congressman Rangel, you know about it better than anybody in this country, if you don't mind me saying that. But if you want me to, I'll restate the concerns and priorities of the people of the city of Boston for you in your deliberations in this important committee.

Education is certainly at the root of the whole situation, and I firmly believe and my colleagues in the U.S. Conference of Mayors believe that there should be mandatory education from kindergarten through the twelfth grade. We believe that firmly. When I say resources now, I'm not saying that the Federal Government ought to assume all the financial responsibilities of the drug war. I think it's a partnership. I think it's the Federal Government, the State government, the city government. It's not a local problem alone.

We saw some kind of survey that was just recently taken; I'm not sure if it was released yesterday or the day before. It said that the drug crisis in America is more than an inner city problem. While we appreciate the fact that this Select Committee is here, thanks to the leadership of Congressman Moakley, if you don't mind me saying, I would not want this to be understood with the televisions and the newspapers and everybody else around us as a Roxbury problem alone. This drug problem is not a Roxbury problem alone.

You could have this hearing here today in the most affluent school in the Commonwealth of Massachusetts and you would have the same kind of problems that exist here exist there. So it's not an inner city problem, it's not a Roxbury problem, it's not a black problem, it's not an urban problem alone.

This is an American problem that is gnawing at the social fabric of this country, because it transcends practically every other issue that we deal with, because no other issue is having such an impact on our schools, our neighborhoods, our families as the drug problem. So I hope we can dispel any kind of notion it's an inner city problem.

Let me also add to the point here on the issue of why I said that education is the critical issue, the most important issue. I also want to say that—and I'm sure you've discussed this, but let me just throw this out anyway—treatment and rehabilitation. If you had more time, you could go down to Deer Island House of Correction. Minister Don has been down there a number of times, from the Nation of Islam. You would see a drug treatment rehabilitation program that 80 percent of the people who are in that facility end up back there. The recidivism rate is 80 percent. So what are we doing to those people who are there? What sort of help are you giving them while they're there?

Well, I believe that there should be mandatory treatment and rehabilitation for anybody who is in any kind of prison facility in the city, State or Nation. So I believe in mandatory education from K to 12—and mandatory treatment and rehabilitation.

Now, I wish, as you probably saw last night, that we could give a little bit more credit to the police officers of this country. I really wish we could, because it's extraordinary the work that they're doing. Unfortunately, everybody understands the drug problem as making more arrests. Well, talk to police officers—I go down to the coffee shop at night and I talk to the police officers and two nights a week I ride around with police officers.

They literally could make just about as many arrests as they wanted to make, each and every night. That's not a problem. We made over 7,500 arrests in the city of Boston last year in drugs alone. If they had to, they could do even more. We have a problem of where folks are detained—that's a big problem.

Ted Kennedy, John Carey, and I met with Bennett and we tried to get the Federal Government to start freeing up some of its surplus excess Federal property to incarcerate folks that are offenders because our prison facilities and our judicial system in that respect are just overtaxed, overtaxed to capacity. So I would hope that the—and this is the sentiment, by the way, that is shared by mayors all across the country.

We met in Princeton, NJ about 2 months ago—3 months. We went around the room, and there were 24 people who were governing people—the mayor of New Orleans, the mayor of Chicago, the mayor of Miami, the mayor of Los Angeles, among others. We went around the table, 24 of us, and we asked what is the most important issue facing your city today? And 23 of the people who were there said drugs—23 of the 24 people said drugs. The person who didn't say drugs was the mayor of a small city in this country.

So I've got to tell you it is really the issue, Congressmen, and I appreciate and we greatly appreciate your leadership on this issue and I'm serious about this.

I don't think the leadership—let me say in conclusion because you've got a lot of great people here today, you're probably going to hear the best people that you'd ever want to hear and get testimony about people who are out there, out in the front lines of the neighborhoods, dealing with this issue. We're very, very fortunate that the police department has a great neighborhood—I'll tell you, there's not a neighborhood in the city of Boston, by the way, and I don't mind offending any other neighborhood in the city, there's not a neighborhood in the city of Boston that is more committed to working with the police and working to solve this problem than right here in this community. It is absolutely extraordinary—the people here are just incredibly committed and greatly appreciated.

But let me just say in closing, if we're to be really successful in this war on drugs, it is really going to take the active clout, power of the U.S. Congress. I don't think it's going to come from the White House. I think that they're more concerned about the no tax message than they are about winning the war on drugs.

Congressman Moakley serves one of the most distinguished districts of America. He succeeded John McCormack, who was the Speaker, whom you know. Can you imagine—John McCormack served under the most turbulent period of time in American history—just think about it. If, for example, following the bombing of Pearl Harbor, when John McCormack presented a declaration of war against Japan—can you imagine the day that he walked into the Oval Office and met with Franklin Delano Roosevelt and Franklin Roosevelt said, "I want you to submit to the United States Congress a declaration of war, but before you do that, I'm talking with my budget director to see whether or not we have the resources to wage this war."

That war against Japan at that time would have been lost. Franklin Roosevelt didn't ask that question. He just went out there and said, "Do whatever is necessary in order to win the war." Yet, here we are, city, State, the Nation—the President of the United States is looking over his shoulder, looking at how much money it's going to cost to wage this war.

I say the day the President asked that question, that's the day the war on drugs was lost. Because if you're not prepared to pay now, you're going to pay later. You will pay later. The cost later is going to be much greater than what it is now. I hope that you understand, and I'm sure you do, that when you leave here, the people of this city and of this State and of this country are willing to pay whatever is necessary, whatever it costs to win and fight the war on drugs. They will stand with you. They will stand with our Congressman, Joe Moakley, as they always do. No one questions his judgment.

If he says it's going to take additional resources to get kids educated about drugs, to provide treatment and rehabilitation and to give our police officers the necessary tools and power to fight this war on drugs, the people of his district will support him.

I hope that if there's one message that makes any sense here today that I have to say, I hope that you go back to Washington, DC and I hope you can convince all your colleagues that the people of this country will provide the resources and are willing to do whatever is necessary in order to wage an effective war on drugs.

Let me just end with this point—Boston, I believe, just the other day, we submitted a home rule bill. I'm sure it's been discussed here, on the assault weapons. This is the first bill of its kind, I believe that has passed any major city in the United States without the kind of turmoil and chaos and mayhem that surrounded other cities. You think about it—cities in California, Stockton, CA, following that tragic situation, passed an assault weapon ban. Louisville, KY, the situation there in Cincinnati which is just over the river passed a bill.

I want you to know the reason why that bill passed. It was quoted in the paper that the legislation that I submitted to the State legislature the other day would lose by three to one. The head of the gun lobby in the State of Massachusetts said Flynn's bill will lose three to one. Well, it passed—104 to 44. The reason why it passed is because of the concern and the influence of people in the neighborhoods of the city of Boston have.

I'll tell you, it's just extraordinary the feeling that people really have about this whole kind of situation—a situation of drugs, gangs, and violence. They are willing to do whatever is necessary, provide whatever resources that are necessary and support those people like Joe Moakley to go down to Washington and fight for resources for this fight.

So let me just say—I'm going to wrap it up and if there are any questions I'll try to answer them. Congressman Rangel, I'll tell you—you're just the man. You are the guy. You're the person the mayors of this country depend on, and there is a lot of people that we depend on for a lot of things. I'm just going to say this to you, you're the guy that we depend on and whatever support we can give you, we're going to give it to you. We're going to put all of our eggs in your basket. Your fight is our fight, and your success in this drug fight is going to be our success. We appreciate your leadership on this and I mean that sincerely. Thank you, Mr. Chairman.

[Statement of Mayor Flynn appears on p. 101.]

Chairman RANGEL. Thank you, Mr. Mayor. I can tell you that there's no city I love better than my own city of New York. But I cannot believe the relationships that we saw last night as we walked the streets of Boston and talked with the people about the admiration they have for you for not just confining yourself to City Hall, but being there when the people need you, hearing the confidence that the police have in saying how you back them up; but more important than anything else, seeing the relationship that the community leaders have with the police department and the churches and the educators. I can certainly go back to New York with a blueprint that I hope will be implemented.

I do hope, too, that we will be sending to you a new, dynamic mayor from the city of New York, who I hope you take care of in the Conference of Mayors because I think we'll be hearing a lot from him.

You said the Conference of Mayors would be there when I needed them, and you also have pinpointed, as I would expect, the problem we face and how we as a nation must deal with this problem. You used as a very dramatic example as to when Speaker McCormack declared for President Roosevelt the declaration of war. Yes, we do laud President Bush for the declaration, but I think we all recognize that he's sending our troops out there without the arms, with the rubber bullets as I've said many times, with 1,000 points of light but without the batteries.

But in our government, you have brought that challenge to the Congress. We have a responsibility to make certain that our troops are well armed. We have a responsibility to set the goals for victory, and we have a responsibility to make the chief executive accountable.

I don't think I've said this before publicly, but I've been so moved by your testimony I just wonder how you would respond when the President pushes all of the right buttons to recognize the problem and declare the war, and then your Congress enters into a bipartisan economic budget agreement and says that we read his lips and we will not raise the resources to fight the war. I think we have the broad reason for the area where we need to concentrate and bring in the Congress, because I agree with you 100 percent that the American people want to win this war. I agree as the Governor has said before you.

It's an expensive thing not to do anything. Just warehousing people is expensive, nonproductive and we lose revenues by not having people participate in productive activities. So it seems to me that we in the Congress are going to have to challenge the President. I've been chastised by my own party leaders, who say, "Don't use the T word, it's going to get you defeated." But those of us who truly believe we have to tax in order to win the war believe that we're not only saving lives but truly we're saving money.

I'm going to take that challenge, and perhaps go to the Conference of Mayors and say our members need some support in order to say what they perceive is worth the political risk. It's easier for me to say this because of my political situation than a lot of my colleagues. But just as the senior citizens overwhelmingly told the Congress, "Don't help us with a surtax", we're going to have to get that response from the people around the country that, "We're willing to pay a little more in taxes if we are confident the funds are going to be used to remove the scourge of drugs."

I will hope to be talking with you privately to see how we can get that message to the Conference of Mayors because believe me, that is one effective organization that you are a member and leader of.

Mr. Flynn. Congressman, let me just say that I totally understand and have a feeling for what you're saying in terms of your colleagues in terms of not wanting to raise the revenues. You know, particularly when you're looking at the President of the United States advocating the capital gains proposal that benefits 375,000 in the United States who are the wealthiest people, and yet at the same time we have 37 million people right at this minute who have no health care whatsoever, and his ratings in the poll go up dramatically.

But I only can tell you that we're around here for a very, very short period of time. You'll be around longer than I'll be around, I'm sure, in terms of my position because of the positions that I take. But by the same token, I can just point this out we have a real obligation to the people out there in those neighborhoods whose kids' lives are being snuffed out because of the scourge of drugs. I wish every 435—if that's the number—Members of Congress there are, I wish they had the courage and the support of their constituents like Joe Moakley has right here.

Chairman RANGEL. That's what it's going to take.

Mr. FLYNN. That's what it's going to take.

Chairman RANGEL. We can do it. I think we've just got to build that framework where Americans—well, they've said it in polls, now they have to say it to their members.

Mr. Moakley.

Mr. MOAKLEY. Thank you, Mr. Chairman. I congratulate you, not only in your statement, but on your actions, Mr. Mayor. As I said, Charles Rangel was just amazed when he walked in the tenants' task force, expecting the police department to be beat on and the mayor to be beat on and all public officials, and they were just saying that if it wasn't for the mayor, or if it wasn't for Bill Celester, if it wasn't for Mickey Roach, these things couldn't happen. Both Congressmen were just amazed at the relationship between the people in the streets and the people of your office.

I agree. We all voted against the capital gains tax, the wealthy tax that only affects people over $200,000. We all voted to increase the minimum wage but the President vetoed it because it was going to increase it 30 cents an hour. The President comes forward with a military aid bill for $285 billion and thinks that $7 billion is enough to fight drugs. Again, just in keeping with what you're saying. We just can't put a ceiling on what it costs.

The biggest fight we have in the Congress is trying to get more money for drugs. Take a look at the roll call records. The same people who voted for the capital gains break and against minimum wage are voting to keep the drug money down. Charlie Rangel has been our leader on the drug bill. He's the fellow that has the meetings. We marched lockstep. But we do all we can, and it's going to take resources and it's going to take more mayors like yourself just getting out there.

If all the mayors in the country could emulate Ray Flynn here in Boston, I think that there would be a greater relationship because the people we talk to are working without resources and doing something, so imagine what happens when we start freeing up the resources.

So once again, Mr. Mayor, thank you not only for your statement here this morning but for your actions as the chief executive of the city of Boston.

Chairman RANGEL. Governor Brennan.

Mr. BRENNAN. Mayor, I likewise want to commend you for your moving and inspiring statement. I agree with Joe Moakley that it would be wonderful if every mayor in this Nation would do the same thing. You ought to feel frustrated by what's happening in

Congress. They're standing priorities right on their head. We're spending millions. We want to run the election down in Nicaragua. But we don't seem to be caring about what's happening a few blocks from the White House.

But I guess it's our responsibility, Charlie, Joe, and mine, to try to bring the message home that there are a lot of people with simply no hope in their life. If we're going to put hope in their lives, we can't do it with just words. Words help, and I commended the President for using the moral authority of the Presidency to go to the people, to go to the schools, but you've got to take the second step. As you've said, you've got to back it up with resources.

I'd like to know, what would you like to see the Congress do? I think we're going to appropriate something like $8 or $9 billion. It's my understanding many of the states are going to lose money on the President's program. What would you like to see us appropriate? What would be some of the specific programs at which you'd like to see the monies directed?

Mr. Flynn. You know, people ask the question what—you can't throw money at the problem. I wish I could show you, Joe Moakley knows this, I wish I could show you the number of articles that were written in the city of Boston say in April and May about the so-called long and hot summer.

What we did was we got the support of the business community, neighborhood organizations, everybody you could think of, Joe, we put it all together. I think we conducted perhaps the best coordinated summer program in the history of this city, maybe of any city in the country. If you want me to say it, we threw money at it. We thought we had the most peaceable summer in Boston in absolute decades.

What's the point? The point is that if you're willing to put the resources in providing summer jobs for kids, fixing up your parks and your playgrounds, fixing up the hoops, fixing up the swings, fixing up the slides, whatever it is, educational, recreational programs, it really and truly works. So it does work, Joe, if we're willing to make that kind of commitment. If we're willing to make that kind of commitment. I think we have to show people real, live situations where educating our kids about drugs is important.

Why in this country we don't provide treatment on demand for every person who is prison is mind boggling to me. I just don't understand that. I'll fight with anybody anywhere and argue that point. Why we don't give treatment, rehabilitation to any drug addict that wants treatment and rehabilitation. I mean, they're asking us, they're pleading with us. They want to get off this drug so that they can lead healthy, productive, nonviolent lives. Yet, what are we saying? We don't have the money for it.

So I'd say in those two areas, Joe, I'd say education and I'd say treatment are the two most important issues. You know, there are other issues, of course—interdiction and the issue of law enforcement, those are all important. But I'll put my money right on the table for treatment and education. I think that's the real solution to drugs in this country.

Mr. Brennan. Are there some treatment programs that you're proud of here in Boston that you've had a chance to look at after people go into them—programs that are successful a year or so later and that promote progress and stability in the individual's life?

Mr. Flynn. Yes, there are a number of programs that are very successful, but the one that makes the greatest impact on me is in the prisons. Why we don't have mandatory treatment programs in our prisons, because these people are going to hit the streets in a short period of time whether it's in Deer Island or Concord or whatever the case may be. They're going to hit the streets. So they're going to go back and do basically the same things that they did before. So why not get them involved in a meaningful training treatment program while they're in prison. I think that's of critical importance.

You're going to hear from people here today, I'm going to tell you, you're going to hear from people today who know more about this than I do. A lot more than I do. You're going to hear from Minister Don and a lot of folks like that. They're going to tell you that these people are out there every day doing this stuff.

I'll go back to City Hall and I'll play around with a whole bunch of issues. But these people are out there every day, fighting this war. Most of the people are going to give you some real good, sound advice and experiences as examples of what can be done.

I'll tell you, if you leave this city and you think that we're doing a fairly decent job working together, I'll be happy. But it's only because we've got a good District Attorney, Newman Flannigan, law enforcement, Billy Celester—you met Billy Celester last night—the police officers, DEA over here is doing a sensational job. We've got a pretty good show here in terms of all of us working together. But you know something? It's just not enough. It's just not enough.

Just think of how much more we could do, if it was ever backed up with a real active partnership with the Federal Government and the White House. I know, the people that show up to these kind of hearings are the people that support you and are fighting for you. I wish there were four Republicans up there from Wyoming or some place so we could talk to them.

But do us a favor and just let the people down there in Washington know what we're trying to do here in Boston. We're not perfect, but I tell you, we work as hard as we possibly can for the kids and the future of this city and this country in getting them off drugs.

Mr. Brennan. Thank you very, very much.

Mr. Moakley. Thank you, Mr. Mayor.

Chairman Rangel. Mr. Mayor, on this committee we normally do have Republicans, and we haven't had a partisan dispute on this committee in close to 10 years. But even those Republican voices have not been heard. So we want to thank you for the leadership you've provided not only for the great city of Boston, but for the Nation. There will be help, because the House and the Senate are now working on a bill that has some dollars in it, especially for treatment. But until we do get that confidence and plan and the will of the Congress and the President to fund that plan, I agree with you that we're just putting out brush fires.

But with your continued leadership, I'm confident. For the people of Boston who have kept up that spirit in wanting to take back their schools, their neighborhoods, their communities and keep the power in the city with the people, they inspire me to go back to New York and do all of it.

Mr. FLYNN. Charlie, thank you to your staff again. They're just terrific. Really they are. They're terrific. Thanks, Joe for bringing this group together.

Mr. MOAKLEY. Thank you very much.

Chairman RANGEL. Let me introduce Elliott Brown, our minority staff director, and Ed Jurith, our chief of staff.

[Applause.]

Mr. MOAKLEY. When I contacted Congressman Rangel to put this meeting together, he gave me certain parameters and we had to limit the panelists. Many people in public life have worked very diligently on this drug matter, but it was just impossible to put them on the panels because of the time frame that we have to keep up with, because the Chairman and Mr. Brennan have to leave early this afternoon.

So at this time, I'm just giving any public official out there that has a statement notification that we will make the statement part of the record, and they can submit it at any time. I would just like to introduce one for a bow. She came to my office early on and asked about the drug hearing and suggested that if we do have a drug hearing we should have it in the Roxbury district. We worked it out so that we did have it, with the help of the Boys Club, here in the Roxbury Boys & Girls Club. I'd just like to have her stand and be recognized, State Representative Gloria Fox. Gloria?

[Applause.]

Mr. MOAKLEY. As I say, any public official who has a statement we'll put it into the record, and I appreciate your patience and I know that nobody likes to get shut out at a hearing, but the time just doesn't permit it.

At this time, it gives me great pleasure, Mr. Chairman, to introduce a fellow that I've known for many years. In fact, when I was a youngster trying cases he worked just as a regular district attorney and he wasn't a bad one at that. After many years, he's worked himself up to the top man, the District Attorney of Suffolk County and all the law enforcement people will tell you he's a fair man, he's a dedicated man, and I'm sure that he's going to add a lot to our meeting today. The Honorable Newman Flanagan, it's a pleasure having you here.

Mr. FLANAGAN. Thank you, Mr. Congressman.

Chairman RANGEL. Mr. Flanagan, by unanimous consent your entire written statement will be entered into the record. You can proceed how you feel most comfortable.

STATEMENT OF NEWMAN FLANAGAN, SUFFOLK COUNTY DISTRICT ATTORNEY

Mr. FLANAGAN. Thanks very much. First of all, I am delighted that you came to the city, and I know it's in no small effort as a result of our distinguished Congressman, Joe Moakley. It's nice to see the gentleman from the north come also.

Let me just say I happened to watch the television last night and I saw the three of you in the Roxbury community. I couldn't help but think of how much security you had when you were in this community. I began to ask myself, I wonder if the people around this country realize that the law abiding citizens that live in this community do not have that type of protection?

So it was a delight to see you in the community, I know you came here to see the coordinated effort between the local community and the Boston police, which I might say is probably a model that should be shown around this country. Because not only is it with the local community and the Boston police, but the District Attorney's office and the federal law enforcement agencies have worked a coordinated effort over a great number of years.

We're a little prejudiced about this great city of Boston—we've got a great mayor, and we think we've got one of the greatest little cities in the world. We stand behind that.

Chairman RANGEL. Mr. Flanagan, would you suspend for a minute? May I say to the spectators who are talking that it would be very helpful to the committee if you could take those conversations outside of the hearing room. It's very distracting. Thank you very much. I'm sorry for the interruption.

Mr. FLANAGAN. Thank you, Mr. Congressman. I might say also that you saw the landmark decision by our legislature, that took away guns hopefully in the city of Boston—the semiautomatics, and so forth—so we're moving in the right direction.

I had the privilege of being in Washington and got a briefing by the President of the United States with another DA and 38 other law enforcement people the day that the President came out with his strategy. I spoke publicly at that time, and I thought it was a tremendous step forward, that for once this country had saw fit to put out a national strategy on—in my opinion—one of the most major domestic problems of our country.

Obviously, there was a lot of pro and con as it relates to the financial end of it, and I have always maintained kiddingly that money isn't the only thing in life, but the next time around, I'd like to find out on my own. But I think that what we have here is we have a situation where we have a major strategy, one that it is my understanding that Dr. Bennett is going back to the legislature or Congress in February again so that this is not set in concrete. But it is a start. I think that the President of the United States should be congratulated for doing that and at least putting it out on the table.

Now the solution to the problem that we're talking about is obviously not easy. We have a situation which is almost at epidemic proportions within all the major cities of this country. It's not unique to the Roxbury, Matipan, Dorchester community or this city. It touches all walks of life. It touches all economic and social levels in our communities. Law enforcement is an important element in the so-called networking of the war on drugs. We have the education, we have the prevention, we have the treatment, and we have the enforcement. This networking has to be put together as a marriage to go to an ultimate goal which we all strive for, which is a drug-free society.

How we get there, nobody knows the answer. If they do, they can be President of the United States tomorrow. So I'm delighted to see that you're here at least addressing the issue in the local community, because in this community, you have great programs like drop a dime. You will hear from these people. You have Minister Don that the Mayor had spoken about. You've got community leadership.

Let me just give you an example of how we in the District Attorney's office along with the Boston police during the last summer which was described as the Mayor indicated, was going to be a long, hot summer. But through the coordinated efforts of the people in the community—and that's important—along with the Boston police and the District Attorney's office, worked an operation that made for a much better summer than anyone had anticipated. That will hopefully continue.

We've got cooperation between community and the police which is probably unique in many of the major urban areas of this country. So that I think it's important that you come here and that you listen as you intend to do to those people that live in that community that don't have those three and four cruisers with them as they walk this community day in and day out. Unfortunately, sometimes they can't walk and it's high noon without the fears that they see happening on their streets.

With regards to the prosecution, obviously we could use more prosecutors, more judges, etc. Realistically, are we going to get them? I don't know. That remains to be a problem that Congress has to face. We're certainly not going to get it on the State level, at the State level this year which we took a $1 million cut in my budget alone in Suffolk County. We'll address it. We'll tighten our belt. We'll try and do as best we can with what we have. Are we going to have some slippage? Yes, there will be slippage. But in the long run, I think that we will address the issue and hopefully come up with some solutions.

In the area of when they get to me, it's too late. When they get to me, we're talking about drug traffickers, etc. There's a theory out there, the only way we're going to beat drugs is to get the profit out. Well, I suggest to you that in our area, we have no real deterrents unless we can lock those people up who see fit to sell poisons on the streets of our communities. Unless we have additional places of confinement, and I'd like to know if when President Reagan has his violent task force, he made a suggestion—the task force made a suggestion that $4 billion, which is not a lot of money in the overall picture, be given to the States and locals to build additional places of confinement.

Nobody enjoys sending somebody away. But in reality, we have to do it. If we don't the deterrent is not there, and that I think is an important way to cut down the problem. The gamble, the expense, you have to up the ante for being involved in the business. Have we got the laws to do it? Yes, we've got the laws to do it. Is it being done? To a great degree, yes, but it certainly could be done much better.

In the area of treatment, treatment programs obviously have grown in recent years. But the amount is still not sufficient. Neighborhood reluctance is still prevalent for the location of treatments in their community. Treatment problems complicated by the AIDS epidemic of intravenous drug users, we have to find ways to do treatments and I respectfully submit that free needles is not the way to go.

Treatment programs can obviously take care of that problem. If you have treatments, we have less problems in the prosecution. There's less crime if you have the treatment.

I just can't understand, and the Mayor I think hit it right on target, how jails and prisons don't establish mandatory drug programs. We know in this business that a very high percentage we can show directly their crimes are related to drugs. But doubles when you show the one where somebody is arrested for breaking and entering into somebody's home but the purpose is not the money, the money to get the drugs and so indirectly it's drug-related. We have no figures on that. But funds must also be assured that every court-ordered treatment should be implemented. We have here a Governor who has turned around and we have passed legislation for a drug-free school district. I've had the privilege of going into this community and talking at the schools here. You have no conception about the teachers in these communities. This may sound like political rhetoric, I wouldn't want to be a teacher. It is absolutely an incredible job that they do under real difficult circumstances.

I spoke over at the Tobin school and all the teachers wanted was to change a street that had a direction one way to go the other way because they wanted to be able to get out alive that day from their school. Fortunately, it was done, but it took a long time to do it. I said to myself, these teachers they can go out of that community, how about those law abiding citizens that live in this community? They don't have that opportunity to go out. They must live in fear in their own communities. The only ones who aren't in fear are the ones that are violating the law. The ones who have the bars on their homes are the ones that are in fear. Unfortunately, it's an issue that has to be addressed.

Let me just say that use of drugs begins with the elite. You know and I know that's the way it started, back years ago. It was a status symbol. It spread to the so-called casual user in the mainstream of the middle class. Then it continued to slide further down the socioeconomic scale and become concentrated among our most vulnerable citizens—the young, the disadvantaged, and the inner city residents.

Unless we face up this problem and address it and an analogy that pointing at our major urban areas in this country as a whole, there are focused on us deathly projectiles not from a foreign country, although interdiction and the foreign countries have to be addressed, we have to face it at home. Unless we address that, those projectiles are going to do just what a war would do on us in the inner cities.

So I'm delighted to be here and I appreciate your opportunity of coming here to the great city which we think is a great city, in spite of our problems. We're a great country and I think that with people like yourself addressing this on a national level, we will see the ultimate end of drugs. Thanks very much.

[Statement of Mr. Flanagan appears on p. 113.]

Chairman RANGEL. Thank you, Mr. Flanagan. It is a great city and you have every reason to be proud. Just focusing on the law enforcement aspect for a minute, do you have any ideas what the figures are, the number of arrests in your county for drug-related crimes?

Mr. FLANAGAN. Well, I think the Mayor mentioned there was 7,500 arrests. That was probably 1,500 arrested four times. That's unfortunate. We have a tremendous recidivism rate within our communities. But I would say that well over 50 percent of the crimes in my particular county are drug-related and we had 84,000 crimes committed within 1985; 84,000 incidents within this county of Suffolk, which comprises the city of Boston, the city of Chelsea, the city of Revere, and the town of Winthrop.

Chairman RANGEL. Do you have any guestimates as to how many of those arrests were prosecuted?

Mr. FLANAGAN. I would say that most of them were prosecuted. The difficulty in that type of a situation is though there were many that should have gone away that didn't go away because my understanding, when I went to school and unfortunately it's some years ago now, the situation is that people are incarcerated to deter them individually and hopefully generally deter others from being involved in the situation. When they're not going away, the deterrence is not there. It becomes a joke. The status of those individuals in the community among the so-called macho image becomes even better because they've been apprehended and they've gone to court and they're back on the street.

Chairman RANGEL. Generally speaking, the people and the citizens lose confidence in the system or lose their willingness to cooperate with the police if indeed they make their reports and the arrests do not occur and the criminals are not ultimately incarcerated.

Mr. FLANAGAN. There's absolutely no question of that. One of the things that becomes involved is, as I explained to teachers earlier, I'm not a crusader for teachers, but I must say that once I started going to the schools, I really became aware of the problems that they have. The intimidation of people in this community by the criminal element is absolutely incredible. They can intimidate witnesses, they can intimidate the community in general.

Fortunately, we're not at the stage of the country of Colombia, but I suggest to you that if we don't start addressing this intimidation problem, it could overwhelm the local community. But thank God we have people in this community that are good, true leaders and activists in the community that want to survive in this community.

I talked with one of the gentlemen from this community about a month ago, and he said to me, "I can't hack it. I'm going to move out. I don't want to move out. I want to stay here and I want to save this community." Fortunately, there are a lot of us that have to work together. Yes, even the police sometimes get discouraged and say, "Wait a minute. That's the same guy we picked up yesterday, and he's back out plying his trade today." Fortunately, we haven't seen it and fortunately the community is still strong enough to fight back, and so are the police.

Chairman RANGEL. Well, you hear a lot of talk on the national level about strong law enforcement and that if you commit the crime you should do the time. Soon you'll be hearing from a representative from one of the most dedicated Federal agencies we have, the Drug Enforcement Administration. What people don't know is that while DEA is the front line, the cutting edge in the war against drugs, the total number of dedicated DEA agents in the United States and in 44 foreign countries is 2,800.

So wouldn't you agree, Mr. Flanagan, that when your Federal Government talks about law enforcement they have to be talking about local and State law enforcement because a drug trafficker would have to have some pretty bad luck to be arrested by one of those 2,800 DEA officers?

Mr. FLANAGAN. Obviously, the Federal is a small group of people. When we're talking, we're talking front lines here. The local communities, the local police departments, the local prosecutors. But I might say that, and this is probably gilding the lily, with this small amount of support on the Federal level, they do a tremendous job in this city with us. We're very, very fortunate to have people like Jack Coleman and Bob Studman who was before him. With a new U.S. Attorney here, I look forward to a lot of coordinated efforts and task force as it relates to this problem.

Chairman RANGEL. I have to laud them, picking up 20 tons of cocaine in L.A. That's no small job.

Mr. FLANAGAN. Well, that I thought was great. Those things kind of trickle down.

Chairman RANGEL. Joe, just lauding the efforts of the DEA for picking up those 20 tons in L.A. I yield to Chairman Moakley.

Mr. MOAKLEY. Actually, Newman Flanagan is an outstanding District Attorney. As one who watched him for many years, not only as a lawyer but as a friend, and watched him go up the ladder—He's a no nonsense district attorney, and we're very proud to have him in our area.

I know that you were cut $1 million, Newman, and maybe you could tell the panel what that $1 million cut means in the District Attorney's office.

Mr. FLANAGAN. Well, obviously, our intelligence collecting—we are not going to lay off employees. Unfortunately, when people retire or leave, we're not filling those slots. So, obviously, it involves the backlog of cases, and slow justice is not good justice.

Speedy justice is important—the defendant has a right to a speedy trial. But I don't know many of them that really want a speedy trial. But some of the law abiding people in the communities have a right to a speedy trial of defendants, and that of course is affected by the cut in our budget.

Overall, we hope that we can address it. We look at the forfeiture bill, which fortunately we can take some of that money and apply it into our office in the area of drug undercover operations. There's been some great community cooperation. In this community, we've had some great DEA, Boston police, and the District Attorney's operations. Unfortunately, we haven't got as many as we would like. One of the sad commentaries, Sheriff Ruffo, the great sheriff in Suffolk County, unfortunately cannot handle the numbers that we can pick up, so we have to look for the quality type of defendants in this business, but we have to upgrade the expense for doing business, in drugs.

Mr. MOAKLEY. Throughout your testimony, Newman, I hear that we have to up the risk factor. I think we have to make it more certain that people are going to be incarcerated in order to stop them from dealing in drugs. Is that what I hear?

Mr. FLANAGAN. Yes, there's no question. The amount of time is as important as the certainty of time. We've got to up the penalty, I mean it's a joke with a lot of these, even the younger people. When they come into this system, they have a fear, but once they see that the system isn't really working and there's no deterrent, it's like anything else. If you take a cookie from the cookie jar and you don't get punished, you're going to take another cookie and that's the situation as it develops in this area.

We've lost almost a generation. This young generation that's coming up is going to be sitting up where you are now and where I am here and it's important that we address the drug issue, not that we're forgetting those in the older category, but the Governor has the education within the schools, we have to have the prevention, we have to have the treatment of those that unfortunately become involved in it through a dare or peer pressure or something like that.

But in spite of all of that, the intimidation of the people in the communities like this, they are still standing strong and hopefully will overcome it.

Mr. MOAKLEY. If, during your night's sleep, a fairy appeared and said to Newman Flanagan, "What wish would you like to have the Congress carry out to help make your job easier?"

Mr. FLANAGAN. I think it's important in our business that we have to have monies to put into those programs like the gang task force that we have, to try and get the younger people in the juvenile area to understand that if you violate the law that you're going to have to pay the price. Hopefully, that will deter those in the future from becoming involved in this, I might say, a very financially beneficial business.

Mr. MOAKLEY. Thank you, Mr. Chairman.

Chairman RANGEL. Mr. Brennan.

Mr. BRENNAN. District Attorney Flanagan, there's always a lot of talk about tougher sentences. I've spent some years as a criminal defense lawyer and I was a district attorney for a couple of years and I was attorney general of my State, and I have an interest in this. You know, they say it's not the severity of the punishment, it's the swiftness and the certainty. I think a lot of that is very true.

I can remember, as a defense lawyer, somebody coming into my office who had been arrested, had been charged with a serious crime, and was quite frightened. I could say to him, "Well, if you want to go the distance, you won't go to jail for at least two years. By the time the Grand Jury indicts and disposes of pre-trial motions, after the jury trial and conviction appeal to the law court, it would be a couple of years."

Those people were quite nervous when they came into the office, but after I told them that, and that's the law, they weren't nervous. I have to say in my own life, if I were assaulted today, I'd like to see someone go to trial tomorrow and if convicted, immediately sentenced, in an ideal world.

What I'm trying to get at is this: let's assume someone's arrested today for selling drugs in this room, and that someone decides he or she wants to go the distance, and wants to exhaust all remedies—pre-trial motions, jury trial, the whole works. What would be the duration of time that would elapse before there would be a disposition that would actually mean incarceration?

This is getting at the idea that if incarceration and punishment is to be a deterrent, I think most people agree it's got to be swift, and it's got to be certain. But how much time in Boston would elapse in regard to the defendant who wants to go the distance and make maximum use of delay which always makes it tougher to prove the case?

Mr. FLANAGAN. Well, obviously if they're not in custody, we have what we call a jail priority. It's a type of situation which I think is tragic too, I might say, because the victims of those crimes that are out there on the streets they have as much right to having justice against one defendant who happens to have $10,000 bail as the one who only unfortunately can't put together $1,000 bail.

If they want to string it out and they're not in custody, if you get them in less than a year, you're damn lucky. I think that would be the exception to the rule. If they're in custody, hopefully within 6 months we will dispose of them.

Mr. BRENNAN. So if they're bailed out, it would be more than a year for most of them before they would go to a jury trial?

Mr. FLANAGAN. That's right.

Mr. BRENNAN. Is there anything that we can do as a society to reduce that time period? I think everybody who has ever prosecuted cases would feel that you've got to cut that down. As I say, my preference would be in a couple of days, but I know the world we live in. Do you have any suggestions as to anything we might do in order to reduce the duration?

Mr. FLANAGAN. Well, unfortunately, the business in which we're involved in is getting better every day. We're getting more business than ever before, and as Chairman Rangel said, we have great numbers of arrests in the area of drugs, which is obviously almost gridlocking the courts, and as a practical matter, we use more judges, more courtrooms, more prosecutors, more police officers because they have to sit in that courtroom to testify, more defense counsel, more public defenders, etc.

Unfortunately, you're talking astronomical figures and that unfortunately is one of the reasons why we have so much plea bargaining.

Mr. BRENNAN. Yes, I'm not against plea bargaining, I think that's a reality.

Mr. FLANAGAN. It's a necessary evil.

Mr. BRENNAN. The system just simply wouldn't work if everybody exhausted their remedies. I know how many days it takes to try most cases and its not many. We've got to focus on coming up with a solution that cuts down the duration of time between the incidence of the arrest and disposition. I mean a fair disposition.

Mr. FLANAGAN. Obviously, the targeting of major defendants is an area to address. You can take one defendant in a given year, that defendant could commit 60 crimes, 80 crimes, 100 crimes, in a given year. So I don't know whether the numbers are as high as they have been in the past, but certainly the number of crimes—when I say the number of individuals, I'm talking more of crimes.

When I said facetiously that 7,500 could be 1,500 arrested four times, that is a reality. We've got to face up to the fact that those hard core individuals, whether they be repeat juvenile offenders or adults, have to do substantial time.

Mr. BRENNAN. Thank you very much.

Chairman RANGEL. Thank you. Good luck to you.

Mr. MOAKLEY. Thank you, Mr. Flanagan.

Chairman RANGEL. We appreciate your testimony.

Mr. FLANAGAN. Now it's up to you people, you've also got the tough job. I wish you well.

Mr. MOAKLEY. I'd like to make an announcement. There are some vehicles blocking court parking spaces and they have to be moved immediately or they'll be towed.

Chairman RANGEL. There have been some changes for the next panel. Judge Julian Houston from the Roxbury District Court is still here with us. Will you come forward? Minister Don Muhammad, who was scheduled on a different panel, he too has a time problem, so if he would come forward. Then the other panelists will testify after them: Andrew Young, Dorchester Youth Collaborative, Laurence McKinney, Dorchester Youth Collaborative; Georgette Watson, Director and Co-Founder of Drop-A-Dime; and Amanda Houston of the Homesteader; and Emmett Folgert, Director of Dorchester Youth Collaborative.

If it's all right with you, Chairman Moakley, we'll ask the Judge and Reverend Mohammed to testify and then the panel could inquire, because they have pressing engagements, and then we'll hear from the rest.

Judge, thank you for being with us. We respect your schedule. And for both the Judge and the Reverend, your statements will be entered into the record and you may proceed as you feel most comfortable.

STATEMENT OF JULIAN T. HOUSTON, JUSTICE, ROXBURY DISTRICT COURT, BOSTON, MA

Judge HOUSTON. Thank you, Chairman Rangel. I appreciate this opportunity to speak with you this morning. I have submitted a written statement for your consideration and I want to expand upon those remarks briefly if I may.

I don't know if this is your first time in Roxbury, but I want to welcome you to the community. There are number of fine people here who are concerned about the problem that we're here to discuss and I think our presence here is an expression of the deep concern about this problem of drugs that we face. Let me tell you a little bit about Roxbury, because I think it's important for you to understand some of the aspects of the community in which you find yourself today.

This the poorest community in the Commonwealth of Massachusetts. There are pockets of poverty less than 1 mile from where you are sitting now. That are as deeply impacted as anything as you will find in Appalachia or in the Deep South, and those pockets of poverty have existed for some time—80 percent of the residents of this community live on some form of public assistance, those are figures that are taken from the 1980 census.

We have the highest rate of homicide and the highest rate of rape in this community of any police district in the city of Boston. The city of Boston, as you well know, is the largest city in the Commonwealth of Massachusetts and has the largest police department and the most serious crime problem.

More than 60 percent of our children in this community are born out of wedlock. The obvious effects of that condition on the state of our families I am sure I need not explain to you in great detail. Many of our social agencies in the past year have been damaged severely as a result of cutbacks in support from the State caused by a serious fiscal crisis that the Commonwealth is now experiencing.

It is in this setting that our court and the other institutions of this community have been struggling to cope with an epidemic and I underline the word "epidemic" of drug trafficking and drug availability in this really rather small community of Roxbury. We're talking about Roxbury as a community of roughly 60,000 people. The minority community within Boston is concentrated in Roxbury and north Dorchester, and is somewhat larger. But you are sitting in Roxbury now and my specific responsibility, the responsibility of my jurisdiction falls within the Roxbury community.

We are attempting to deal with this epidemic of drug activity at a time when it threatens to destroy an already fragile and desperately needy community. I wish that I could sit before you today and say that the prevailing winds are hopeful. I wish that I could sit before you today and say that the major institutions of this community have the resources to cope with epidemic, but in all candor, in all honesty, I simply cannot.

People look to us in the court system to solve this problem, and rightfully so. They are justifiably outraged by the extent to which their lives and their families have been disrupted, in many instances, destroyed by the pervasiveness of this problem. But the fact of the matter is, and a number of you, I know, are lawyers, and are familiar with the court system, extensive experience in the court system—the fact of the matter is that the court system alone cannot solve this problem.

The only way this problem is going to be solved is by a combined, a cooperative effort of all the institutions throughout the community.

The only way it is also going to be solved, I must say to you, is in an atmosphere of cooperation by all of the institutions of the community. We have had a problem over the past year in which a number of public officials and leaders of the community, as a result of the crisis that we are all attempting to cope with, have publicly taken pot shots at each other. The politicians are jumping on the lawyers, and the lawyers are jumping on the police, and everybody wants to jump on the judges and the court system for their inability to solve this problem. That has to change. It has to change at every level of the community and at every level of our governmental system.

I want to close by saying that I appreciate very much the fact that you have come to this community to take testimony and to speak with the leaders of this community about the extent of this problem. Our court has done everything it can within human reason to cope with this problem but as the statistics that I outline in my report to you will bear out, we are becoming overwhelmed. In the case of juvenile session for example, in 1979 when I first began sitting I didn't have a single case of heroin or cocaine distribution involving a juvenile. That number has risen by 700 percent for cocaine, and nearly 200 percent for heroin distribution in less than 10 years.

I don't expect those figures to change any time soon. That is why it is my unfortunate responsibility to have to say to you that I'm not optimistic about our ability to solve this problem, to manage this problem at any time in the foreseeable future.

I appreciate the intent behind the President's drug strategy outlined in the statement that you sent to me. I think it is from his perspective a well intentioned document. But the fact of the matter is that in light of all of the social problems, educational problems, economic problems that inner city communities like ours face, our children, our adults, our elderly are vulnerable, and will continue to be vulnerable to the ravages of this epidemic of drugs.

Without sustained attention to those problems as well, none of which I really see in terms of real support or resources, I'm really not optimistic about our capacity to solve this problem. Thank you very much. I'll take a few questions, and then I really do have to go back to work.

[Statement of Judge Houston appears on p. 123.]

Chairman RANGEL. Judge, I don't remember hearing a more eloquent statement to this very sensitive problem. I'm sure we take shots at you because judges can't fire back. But by the time drug offenders get to your courts, we basically have lost most of the battle and we all obviously, candidly, recognize this.

I guess my question to you is, could you briefly tell me, one, do you have criminal jurisdiction now?

Judge HOUSTON. I have criminal jurisdiction, yes.

Chairman RANGEL. To what extent does plea bargaining take place? Are your sentences based in any part on available space? Do you really feel that the jail and penitentiary system has any rehabilitative value, and do you have any ideas as to what the rate of recidivism is in the Commonwealth?

Judge HOUSTON. I'll take the last part of your question first. I'll be very frank with you, blunt with you—I have no illusions about rehabilitation taking place in correctional institutions. None whatsoever. When I sentence people to correctional institutions, I do it to take them off the street, plain and simple. I don't expect rehabilitation to take place there. I wish it could, but the history of our country's efforts to involve rehabilitation in the correctional experience for the most part has been one of failure.

I should add that I am more optimistic about our juvenile system, frankly. We have undergone a major transformation in our juvenile system in Massachusetts. We have done away with our large scale institutions, our reform schools and training schools and the like. We have transformed the system into one that's largely based on community-based care.

There are still secure facilities in our juvenile system, but the thrust of the effort has been towards developing treatment programs that are tailored to the individual needs of the children who are committed to the care of Department of Youth Services.

It's an experiment in some sense, although I think it's become sufficiently stabilized now. There are other States that are coming to Massachusetts regularly to look at our juvenile system, so I think you can say that the experiment has worked and that we've made great progress in this advance, and it really is an advance, in juvenile rehabilitation. But as to the adult system, I'm just not optimistic at all.

With respect to plea bargaining, as a former prosecutor, I'm sure you can appreciate the fact that given the volume of criminal cases that come into any urban courts anywhere in the United States of America, plea bargaining is a necessity. There is simply no way for us to manage our caseload by providing a trial to every criminal defendant who requests one. I think that it's a tool that we use and to the extent that we can get the cooperation of all of the parties in effectuating a satisfactory resolution of the matter, it's a welcome tool, and it's a good one. We do have a problem with overcrowding, however, in our correctional institutions.

As far as I'm aware, every institution—I should say every house of correction or jail in the metropolitan area of Boston is under some kind of court order for overcrowding. Well, that obviously limits your ability, the court's ability, to have an impact on this problem. Not only from the point of view of holding people on bail who are legitimate bail risks, but also from the point of view of taking people off the streets for an extended period of time.

In this connection, I might just say to you I don't know if you've had an opportunity to look at this document that was prepared by the Boston Bar Association called "Drugs and Justice—A System Abandoned."[1] It really is an extraordinary piece of work, and if you don't have it I'll give you my copy. It is the most, in my judgment, the most careful, the most comprehensive examination of the effect of the drug problem on the criminal justice system in the city of Boston that I have seen. They make a number of recommendations about improvements that should be made, that are excellent. No one knows if they'll be made, but we hope they will.

Chairman RANGEL. Judge, you're an eloquent spokesman not only for the judicial system but certainly in having a broad perspective of the impact that this problem is having on our families, our communities, and the productivity of our Nation. But as you so eloquently said, the institution of criminal justice as we know it throughout the free world is threatened.

Mr. Moakley.

Mr. MOAKLEY. Judge, thank you for coming to the hearing. I know that you handle if not all the drug cases relating to juveniles in your court, you handle most of them.

Ms. HOUSTON. Right; just about.

Mr. MOAKLEY. Just about all of them. I note that you have almost given up on adult offenders, but you still have hope for the juvenile offenders. How can our panel help in the rehabilitation or the prevention of juveniles, other than education? Anything that hasn't been stated here before, as one who works almost exclusively with juveniles, I'm sure you've got a great wealth of experience that this panel would love to have brought back with us to Washington.

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[1] A copy of the report is on p. 184.

Judge Houston. Well, let me just make one qualification in your question, Congressman, because I think it's important. Despite the gravity of the problem, I haven't given up on adult offenders. I don't think we can afford to give up on anybody in the United States of America. I really don't.

We've never turned our back on any group of people, and despite the tragedy of the situation that we find ourselves in now, I think it would be a terrible mistake for any public official to take that position.

Mr. Moakley. I probably—when you alluded to—when you send them to jail, you've given up on them because you feel there's no rehabilitation going on in jail so, therefore, you——

Judge Houston. You know, it's important to understand sometimes you send people to jail to teach them a lesson and you hang on to them.

Mr. Moakley. Right.

Ms. Houston. I give out a lot of split sentences. I commit people to a house of corrections for 18 months and have them serve 6, with the balance of the time suspended for 2 years on the expectation that when they are released they will still be under the supervision of the court.

Mr. Moakley. I was thinking that you were just looking at jails as warehouses for people, but you still have some hope.

Judge Houston. Let me just complete my comments with respect to your question about the juvenile system and its needs. I began my remarks earlier talking about the overall social conditions of this community, the impoverishment, the state of the family, the serious kinds of problems that the residents in this community are forced to live with every day. I'm not prepared to say that poverty is a cause of drug involvement. I'm not prepared to say that because you're poor you inevitably will become involved in either the use of drugs or the trafficking of drugs. But I can tell you in the 10 years that I've been sitting in the court next door that there is a very, very high correlation between poverty, homelessness, broken families, serious educational problems, and an involvement in drugs in some way.

So I would simply say that those social and economic problems that I outlined earlier have to be seriously addressed by the Congress, in addition to providing assistance and support to the criminal justice system to enable it to function more effectively. But those serious economic and social problems that the people who live in the inner city are forced to deal with day in an day out have to be addressed and addressed over a sustained period of time before you can really expect to get the problem of juveniles under control.

Mr. Moakley. Thank you, Judge.

Congressman Joe Brennan.

Mr. Brennan. Judge, I want to thank you for your very insightful comments. I believe the best human service program is a job. A job gives real dignity to people. I just wondered if you could tell us of the adult offenders that you have before you, what percentage of those have a job? Once, when I was a prosecutor, a judge said, "The first one of these guys that has a job I'm going to give probation." Some 20 were indicted, and none got probation. I just wondered how many have a real job?

Judge HOUSTON. Well, I can't give you exact figures.

Mr. BRENNAN. Roughly.

Judge HOUSTON. But I can tell you that conservatively 85 percent of the criminal defendants who appear before us are indigent. They are indigent. They qualify for appointed counsel. Some may do temporary labor or have a part-time job, but the vast majority of the criminal defendants we see in our court are not gainfully employed.

As I said earlier, and these are figures from the 1980 census, 80 percent of the people in this community are living on some form of public assistance—80 percent. That is an extraordinary figure.

Mr. BRENNAN. Do you see a jobs program of some sort as being critical in regard to addressing the problems of a community like this?

Judge HOUSTON. Oh, I don't think there's any question about it. I don't think there's any question about it. I think it's—particularly one that is targeted towards young people.

Mr. BRENNAN. Would a jobs program be more important than more prison space and more police officers?

Judge HOUSTON. More important? I'd hate to have to make the choice. There's just no question that we need more prison space, but we also need jobs and we also need programs for mothers, teenage mothers of children and we also need better housing, and we also need mental health care for those who are mentally infirmed. We need all of these things, yet they're being taken away from us.

Mr. BRENNAN. In essence, the courts are dealing with basically the symptoms but not the disease.

Judge HOUSTON. I'm sorry?

Mr. BRENNAN. In essence, the courts are dealing with the symptoms but not really the disease? We're not dealing with the real disease, which is social economic problems?

Judge HOUSTON. Absolutely. Well, that's always been the case. We only deal with matters that are brought before us.

Chairman RANGEL. Judge, thank you very much for a very eloquent presentation. You've really contributed greatly to this committee.

Judge HOUSTON. Thank you, Congressmen. I wish I could stay longer.

Chairman RANGEL. Minister Don? We understand that you've got a flight to catch, and we're very happy to hear from you at this time. Thank you.

STATEMENT OF MINISTER DON MUHAMMAD, THE NATION OF ISLAM

Minister MUHAMMAD. Thank you very much, Congressman. I'd like to preface my remarks by saying that I think we're beginning to understand the gravity of this problem, because the gravity of this problem if it is not arrested it is going to destroy the future of America. Because all of us are getting older, and the gravity of this problem is directed at our youth. The youth are the future of

America, and that is the reason why I, along with many others who are fighting this problem, feel it is necessary to speak out strongly against these issues.

We claim that we are fighting a war on drugs, but apparently only the drug lords, the pushers, and the addicts are fighting. The citizens are onlookers and every governmental agency has been an exercise in futility. Their idea of a war is to release a barrage of press releases, rallies, slogans, and TV commercials loaded with rhetoric but lacking in substance.

Fully 80 percent of all of the crime in America is drug-related. Solve the drug problem, and you're really taking a bite out of crime. While there certainly must be money used to fuel the war on drugs, the primary ingredient that is lacking is the will to win. It seems as though those who are charged with fighting the war against drugs are in a war among themselves. It appears that they are not even on the same team. The President knows that a team cannot win without the unity of the players. It takes the cooperation from the Federal Government all the way to the user with heroin in his arm and coke up his nose. Everyone will have to play a role in unison if this scourge is to end.

General Motors grossed $96 billion last year but Drugs America gross $300 billion and Drugs International grossed $1.7 trillion. The value of cocaine has exceeded the value of gold—the standard of the Western world. Where is the leadership, I ask? Everyone wants to deal on the urban level where the blacks are the comfortable targets to be blamed for a gutless Federal policy. Though it has been estimated 75 percent of the users and certainly over 95 percent of the major dealers are suburban whites and other groups, the press has promoted an image of black gangs and inner city hoodlums as responsible for the drug problem. This has done nothing to solve the drug problem and plenty to raise tensions in America. Drugs are an equal opportunity destroyer. For every Len Bias, I can show you an Elvis Presley. For every Billy Holiday, I'll show you a Marilyn Monroe. For every Don Rogers, there's a David Kennedy. For every Jimmy Hendrix, there's a Ricky Nelson, and for every Frankie Lyman, there's a John Belushi.

I represent an organization that has beaten the drug problem and demonstrated incomparable results in defeating the craving for drugs in black people. I can show you an army of men and women that have pulled the needles out of their arms and the cocaine out of their noses because of the teachings of Elijah Muhammad and Louis Farrakhan.

You see, it was we, the Nation of Islam, who made the elimination of drugs and crime central to our program back in 1930. It is we, the Nation of Islam, who go among the so-called "gangs" to reform their destructive way of thinking. It is we, the Nation of Islam, who go into the prisons every week and hold the most well-attended services in the prisons of the Commonwealth of Massachusetts. It's we, the Nation of Islam, who have demanded hard time work for sentences for drug dealers and criminals.

The solution—the drug problem can be controlled in one year. It can be solved in three, and eradicated in five, just in time for the next election, if we start the job now. Everyone must play their role and solve the piece that they are charged with.

The Government must stop playing with the dope smugglers and put that immense military budget to work on the real enemies of the American people. The price for the smuggler is currently not high enough. A 1985 Nation of Islam study entitled "Drug Use: Reasons Why & Solutions" recommend that:

> If we are serious about fighting drugs, we must be ready to stand fast to our convictions. If we can attack a foreign land for taking the life of one American, I know we can join forces and attack an enemy that is killing Americans by the thousands. This country has in its possession telescopes that can tell you if a dime was laying heads or tails on the moon. Don't tell me that the satellites placed in orbit by this country cannot pinpoint and identify airplanes who have not filed flight patterns. It's these same "unauthorized" flights that are flooding this country with drugs that destroy our youth. If America monitored planes coming from Russia loaded with bombs with the potential to destroy this country, America would justifiably bomb that flight out of the air. We respectfully suggest that America must take the same attitude with those flights that are dropping the drug bombs that are detonated in our communities.

We were laughed at and scorned by the media and the experts who presumed or felt that the drug problem was well in hand back in 1985. But today Congress is considering legislation that would permit U.S. law enforcement agencies to shoot down drug carrying airplanes. What took them so long? What's the body count? While these self-proclaimed czars and zealots talk about solving the problem, it is we, the black communities, that suffer the consequences of ineptitude.

The confiscated money must go to the local organizations that have demonstrated an effective education and rehabilitation program. The helpless survivors of this war want to help to save their neighborhoods, but they need an incentive. If they thought that their tip would reap a reward the police telephones would ring off the hook with the most precise description, exact times and dates, photographs, license numbers, names and addresses that you could ever expect to see. The police operations would be more defined and their investigations more effective.

We must address the issue of jobs. The Japanese have a balance of payments problem with this country that exceeds $50 billion. I as a black person say that they have a balance of payments problem with black people, because black people spend more money than anyone else in America on Japanese products. Yet they have set up four or five assembly plants around this country to hire poor and depressed white Americans—why cannot they set up an assembly plant in the black community? We contacted the recent plant that was opened in Merrifield, OH. They started people to work with no training at $12.80 an hour. Our youngsters on the streets of Boston have said to me that they would work for $7 or $8 as opposed to selling drugs. We have got to follow up on this problem.

We are not asking for tax money. The money that could be confiscated from drug smugglers and dealers, let that money be used and returned to the community from where it came, because it is the television set, the stereo, the car, the wallet of the victim of crime, money that was stolen in order to finance a drug habit. Where else should it go besides back to the pocket from which it came? The art of self-defense is based on a successful use of force of your opponent against him. This concept is as old as time itself. Let the community based organizations do what they do best. As Mr. Perdue says, "What does the President know about chickens?"

It is the community that knows best how to right that problem. You have heard the Governor and the Mayor applaud the cooperative efforts of the government and community agencies because they have found out that those of us on the streets, those of us in the front lines really know more about fighting drugs than anybody else. They have given an ear and the cooperation between the Boston police department and this community is the reason why drugs are being stymied at some level in this community and will be solved at another.

Confiscated drugs must be destroyed in public. It is no mystery that much of the dope that is apprehended in drug busts finds its way back to the streets. Where is the 20 tons that the agents seized last week? How will that be disposed of? The public would feel more confident if they saw at a press conference those drugs being destroyed with only a sample being retained as evidence. This would encourage the troops and discourage corruption of those of us who are fighting at this level.

The courts must stop trying to rehabilitate criminals. They are not equipped for that role. They must sentence the criminals to hard time without regard for jail space. Use the basement of the White House or the Congress or the State House if there is not enough room. As I said when our Governor was running for President, we could use his house because he was away so long. The reason that we need prison space—nobody is getting out. An elevator in Congress will service hundreds and thousands of people because somebody gets off of those elevators. Nobody is getting out of our prisons because the prisons are not rehabilitating anyone. If we have a hospital and nobody gets well, nobody wants to go to that hospital. Our prisoners are not being rehabilitated because we say that the recidivist rate is between 18 months and 2 years. But when it gets to 3 to 5 years, fully 77 percent of everyone that goes to jail comes back to the community and commits crime.

We have advocated and proposed that first time offenders be sent back to the community where they came from to sweep the streets, to cut grass and if there's too many of them, then give them a toothbrush to sweep the streets and give them a pair of scissors to cut grass. We have to take a stand and stand up to those who want to destroy our youth because to destroy the youth in this country is to destroy the future of America.

If the penal officials cannot rehabilitate criminals, they should be fired. It costs more money to go to jail than to go to Harvard and MIT. At the same time, apparently instead of producing Nobel scholars they are producing more hardened criminals. The Honorable Elijah Muhammad produced more productive people from out of the prisons than all of the country's programs combined, so we know how to solve that problem of rehabilitation. Though ours is the most successful prison program in history, it is also the most resisted.

The only way to combat drugs is to take the profit of dealing and put it into stopping them. The artificial value of drugs has overwhelmed drug enforcement efforts as they currently are being managed. All of those fighting drugs must wear the same uniform and play on the same team. The third baseman should field those balls hit down the third base line and not fly balls to right field. We must all play a part and show our resolve in the form of unity if we are sincere about ending the scourge of drugs in our community.

Finally, we must roll up our sleeves and finally go to war and stamp out this problem once and for all. Thank you.

[Statement of Minister Muhammad appears on p. 128.]

Chairman RANGEL. Minister Don, Congressman Brennan joins with me in letting you know that the work you're doing in the Boston community is deeply appreciated by all of the people that we had an opportunity to meet with last night. Certainly the Nation of Islam has been able to demonstrate the ability to create a positive atmosphere in the community where they live and work and to conduct successful rehabilitation efforts even outside the prison system.

I know you have to leave, but could you tell us briefly to what you attribute the great success of the Nation of Islam in terms of the ability to rehabilitate and to make crime-free communities that they're active in?

Minister MUHAMMAD. Yes, Chairman Rangel. When we go to a prison, we don't try and discourage the type of thinking that the inmate is presently involved in. We like to say to them that Heaven and Hell are on the same street, they're just not next door to one another. We tell them there's nothing wrong with wanting to have money and a lot of it. We tell them that there's nothing wrong with wanting to be successful.

But when we explain to them that the police change shifts every 8 hours and nobody changes a shift for them, that once they get involved in crime they're running forever, they have no time off, no weekends, no vacations, it begins to make sense.

When we tell them that the average age of them in prison in Massachusetts, which is 22 years of age, that sooner or later an old retired cop will catch you because you can't run forever, it begins to manifest to them that something is wrong and something needs to be addressed.

We tell them, "Keep thinking the way that you're thinking, we just want you to change direction. Stop going to Hell, let's go to Heaven, in that opposite direction. Let's get a nine to five, let's begin to put our wants and desires in order. Let's begin to go into business for ourselves." As I saw on the newscast just prior to yours last night, I saw an inmate who had come through our program and he said, "I changed my mind about crime. I'm going to take a nine to five."

That's how you rehabilitate people. You show them a desire to have implosion rather than an explosion, and when they feel good about themselves, the first person they look out for is themselves and no one tells them that, except that those of us at this level of fighting drugs and those people come and help us join the fight and that's how we rehabilitate people who get involved in criminal activities.

Chairman RANGEL. You seem pretty satisfied with the relationship that the Nation of Islam enjoys with the police and other political institutions in the city of Boston. Could you suggest or have you been active enough at the national level to see how other cities can create this atmosphere without doing violence to your religious beliefs?

Minister MUHAMMAD. Congressman Rangel, I like to say that if people are not sincere and committed it will come out in the wash. When Commissioner Roach first became the Commissioner of this city, he made a statement that attracted me to listen to him. He said he was going to make drugs his number one priority, and if a man makes a statement like that and especially publicly, why would not there be that cooperation between two people who are supposed to be fighting on the same issue?

We like to say in Boston the issue is not black and white, the issue is wrong or right. That's why Commissioner Rhodes, Mayor Flynn, and those of us who work in the Nation of Islam with them have joined forces, because we're supposed to be about the same thing. Our sincerity and commitment has come forward. This is what I would hope that would be seen by those who are watching this hearing.

If we say that we want to fight drugs, we should link up with everybody else who says they want to fight. Everybody finds their niche or their position and works together, not against one another. For the past 7 or 8 years, this has developed in the city of Boston where we are working on the same issue, and when people of good will decide to make a commitment, it's inevitable that their paths will ultimately cross. They have in Boston, and we have a lot to be thankful for and a lot to be proud of.

Chairman RANGEL. You say that, Minister, so casually, but you keep talking. I'm taking you to New York with me. [Laughter.]

Mr. MOAKLEY. Minister, you may or may not know that on our tour last night, when we went by your building, Bill Celester said, "And there's one place that you won't see a drug seller any where near; they just don't tolerate it." He spoke of how your organization has been so cooperative and so out front in addressing the drug problem. Congressman Rangel and Congressman Brennan and I talked to him, at great length, of the contributions that your people have made with very limited funding and no resources at all from the Federal Government.

I enjoyed your testimony, and I'm going to look it over very closely when I get back to Washington.

Minister MUHAMMAD. I would like to say what we do have is sincerity and commitment. That's worth more than any amount of money you can ever imagine.

Chairman RANGEL. Governor Brennan.

Mr. BRENNAN. I share the comments of Chairman Rangel. I've been impressed with reading about the Nation of Islam's success here and in Washington. Do you have some figures that capsulize the successes that you've had in regard to getting people drug-free and over a period of time?

Minister MUHAMMAD. Yes. What we do when we start dealing with an individual, we find out where they are and we try and help them establish where they would like to go. The people that we deal with in the institutions that ultimately come out on the street have been staggering. The percentage rate that we are dealing with is in excess of 90 percent.

Mr. Brennan. You're saying 90 percent success?

Minister Muhammad. Yes.

Mr. Brennan. Ninety percent?

Minister Muhammad. Absolutely. People who take drugs, Congressman Brennan, they're not bad people. They really are looking for something. The Honorable Elijah Muhammad said to me 30 years ago that you need to provide what they're looking for and then they will look for that and not the drugs. That's what we do.

The documentary that was shown nationally about Sonoma Street, where a young man was shown with abscesses all over the insides of his legs and his body, one of our young men recognized who he was because of the sound of his voice. I'm not going to tell you, but that man is in this room, because a young man went to him and told him about the teachings of Elijah Muhammad. Now television stations are not interested in talking about the story now. But here is a man who they called "the doctor" in the street because he was the only person that could find the veins of people in their necks to shoot them up.

But when we told him that there was a better in role for life for him than to find out where he could get a heroin addict high, he has taken the high road and been on that road for many years and it is because of the teachings that we give to them which is to help him to find his role in life, for God has given all of us paths if we would just follow it.

Mr. Brennan. Thank you very much.

Mr. Moakley. Thank you, Mr. Minister.

Chairman Rangel. You're fantastic, Minister, and we'll be getting in touch with you to see whether or not some of the things that have happened in Boston we can bring to other cities. So don't be surprised if I were to ask you to visit with my boss to see if maybe in the new administration—I have been critical of my old one, but it might be a lot easier when we start off with a clean broom—to see if we can't start off with that type of cooperative program that you have here. Thank you, Minister.

[Applause.]

Mr. Moakley. As I said, there are many public officials who wanted to testify but because of the Chairman's schedule we just could not allow them, but they are in the room now. I'd like to introduce for a bow, Representative Shirley Owen Hicks.

[Applause.]

Mr. Moakley. And also City Councillor Charles Yancey.

[Applause.]

Chairman Rangel. The witnesses of the next panel are called: Emmett Folgert, the Director of the Dorchester Youth; Andrew Young, the Dorchester Youth Cooperative; Lawrence McKinney, Dorchester Youth Cooperative; Georgette Watson, Director and Co-Founder, Drop-A-Dime. I remember Ms. Watson from the last time we visited. Let's start with Mr. Folgert, the Director of the Dorchester Youth.

STATEMENT OF EMMETT FOLGERT, DIRECTOR, DRUG PREVENTION SERVICES FOR DORCHESTER YOUTH COLLABORATIVE

Mr. FOLGERT. Hello. I'd just like to take 1 second to acknowledge the people who are here today that are not testifying that I know are working very hard out there in the struggle here. A special note to the mothers who are raising kids with values and morals and very little money. They are the real superstars and the real natural heroes in our community.

My name is Emmett Folgert. I am the Director of the Drug Prevention Services for the Dorchester Youth Collaborative in Boston. I have worked with urban teens from poverty areas for about 19 years. Currently, I conduct a program that engages teen participants in recreation, public health, and safety entertainment events. We also engage our teens in the production of records, music videos, news specials, and newspaper coverage of health and safety issues.

We are associated with sister programs in cities on the east coast and Puerto Rico through the Eisenhower Foundation in Washington, DC, a foundation that is currently replicating the D.Y.C. model in other cities.

If I could give advice to the committee, it would be the following:

Beyond appropriate health classes, drug education is best conducted in the communities after school or work, during a youth's discretionary time. Because this is the time that teens, in the company of their friends, make decisions about selling and using drugs.

Enforcement is not the sole answer to the drug problem. How do we know this? The police tell us so.

Young people—very young people—are rarely the users and sellers of drugs. And many young people who were averted to drugs later use and deal as teens.

The first question I believe we need to ask ourselves is, "Has America given up on poor urban teens and have poor urban teens given up on America?" The honest answer to this question is yes and yes. Just as in our families we can never achieve discipline without relationship, we will not achieve discipline in society without a healthy relationship with our teenagers.

The current drug proposal perpetuates the status quo, where teens and society each hold a piece of a shredded contract.

The plan neglects young people age 15 and older for education while it is these teens who are the most distressed.

This plan takes money from other social services to fund itself, resulting in little gain of the total resources for poor communities. This is dishonest and a bad way to begin any campaign.

The plan targets education and prevention monies to schools where youths are compelled to attend and treatment centers and jails where youth are present by court order or medical distress.

The overall social policy message of this plan is that our society is angry and afraid of our own teenagers, that we are a society that will only address the drug use issue in the controlled environment of schools, treatment centers and jails.

Our experience is that the following steps will be helpful in the development of a discipline and caring relationship with our teens during this crisis.

We should fund community programs to flood the crisis areas with positive adult youth workers who love teens, the community and the nation.

Police should visit all teen centers and get to know every single teenager by name.

Police should protect as a special initiative teen centers from gangs, drugs, and violence.

We should produce public television health and safety entertainment specials for teens in high drug crime areas during their discretionary time.

We should heavily promote and produce public health and safety events of all kinds during teens' discretionary time.

I'd also like to note that it's great to be here at the Boys and Girls Club, but the prevention piece that will go to the communities, the community agencies, seems to be an afterthought. It seems to be not well funded in this proposal. This very center will have a lot of difficulty. This good center will have a lot of difficulty in getting funds.

I'd now like to introduce two teens, Andrew Young and Lawrence McKinney, to the committee. These teens are from drug and gang plagued areas. They use their entertainment abilities and wisdom to touch the lives of 35,000 youths who attended 25 performances during the past year, the last one being right here on this stage. I'm pleased to introduce these two teen leaders.

[Statement of Mr. Folgert appears on p. 131.]

STATEMENT OF LAWRENCE McKINNEY, DORCHESTER YOUTH COLLABORATIVE

Mr. McKinney. Hello. My name is Lawrence McKinney. I am 14 years old as of yesterday. I live in the neighborhood of Dorchester. In my neighborhood, they sell a lot of crack, weed and they have a lot of violence.

I think we need more media about the drug situation. The little sentences they say on TV don't let people know what's really happening. What really happens around my way is dealers stand on the corners and sell crack.

They are in gangs and they are very dangerous. We have young gangs and old gangs. The old gangs drive cars, and the young gangs look up to them.

Let me tell you a small incident. A drug dealer chased his girlfriend in my building where she had run because he had beat her up. He broke down the front door and shot up the house.

Some things I think will help—I think it will help if kids have more things to do. Most of the parents are working and the drugs make the streets dangerous.

I also think people who just love to be on the streets should spend their time cleaning and building streets and fixing them up.

I am here with my friend Andrew. He will speak to you now and then we will answer any questions that you may have.

[Statement of Mr. McKinney appears on p. 133.]

STATEMENT OF ANDREW YOUNG, DORCHESTER YOUTH COLLABORATIVE

Mr. YOUNG. Hello. My name is Andrew Young. I am 17 years old, from Dorchester. I'm here to talk about the gangs. Gangs come out late at night, they drive around, shoot out the windows at innocent persons. Kids are afraid to come outside because gangs, they fight. I'd like to talk about that. This can be solved. Boston is a small city, we're not talking compete against like nobody, like New York. We can stop this.

And me, myself at school, protected by police and stuff at Dorchester High School. Gangs come on my street, they shoot you for your jacket, the sneakers on your feet. You can't wear jewelry around Dorchester. Gang is very bad. You can't hang with a person who is in a gang. They'll shoot you for that. You can't look at a person. They'll stab you for that. You can't even walk on their street. They'll get you for that. So we need to do some more important about this. Gang violence and shooting and what's going on in the Nation.

I'm from the NSP, Northside Posse. It's just a rapping group. We do a lot of activity things, like pump weights, swim, and dancing, singing. We do all that. We was here to play, well, people come enjoy their life. We try to keep kids off the street. We pick them up at DYC, we tell them all about DYC and for all of us to do that, we need more help with this.

We need people to put in more money to open more DYC. Because DYC is a talent place where people start from the bottom and make it to the top. And all I have to say, I try and tell everybody about my way, why I live that. Don't take drugs. Don't look up to that. Be like me. And I never want to get into drug-related. I never hang around person who's into drug, gangs or situation like that.

Kids are afraid to come outside because of gang. They're shooting a lot. Parents are worried, they keep kids inside. And what I want to say is that we don't need that.

We want to make this community a very good community. We want to do positive things in life, not negative things. We can open up this. You can realize why we're young, we're trying to do in the nation. We're trying to separate this. Everybody should combine together and do good things.

We don't want to see another person out there getting killed. Black on black, they're killing each other. They got to realize what's going on. That's why I'm doing what I do best, for me. And I stick to what I'm doing, singing and rapping, and my talent that I give reach out to a lot of people. They understand. And they respect me for what I'm doing.

I try my best to teach them, bring the little ones up, they don't understand. Because if you don't understand, the little ones going to follow the big ones. If they take drugs, they're going to do it themselves. So you got to realize. I try when I'm on the street, they call my name, they respect me for what I do. I say, "Yo, don't take drugs. Stay away from that."

People get cracked up, smoke cocaine, they're out of their minds. They don't know what they doing. They kill their own families.

Can't you realize that? What's going on? That's why we came here today, just to talk to you about that.

We are very young and talented persons. And we can do this. We can open up a lot of hearts. And we try our best to stick to this. This is something that my Preacher Don, I want to mention, because I'm good at this. And I want to attend to what I'm doing, rapping and stuff. Rapping, dancing, singing. Everybody got to realize this.

If you want to be the best you can be, put your mind to what you want to be. You don't have to follow the rest but stay in the game, whatever, stay away from that. That's what I'm trying to do now. And that's in the hands of me now.

So all I have to say, stay away from drugs and please don't use it, and I'm going to try to stick to what I'm doing the best. Thank you.

[Applause.]

[Statement of Mr. Young appears on p. 134.]

Chairman RANGEL. We talk, Lawrence and Andrew, about all of the kids that are getting into trouble—we don't spend enough time talking about young leaders like both of you. Happy birthday, Lawrence, 14 years old—certainly we know that you're going to become a leader as an adult because you're certainly that as a young man. So we don't have to worry about you, we just have to encourage you.

Andrew, I'm learning more about rapping from you today than I have in a long time, so I will follow your career. You may have a fan following you around the Nation.

Ms. Watson, it's good to see you again. It's been four years since the last time this committee had an opportunity to hear your testimony, and you should take some small comfort in knowing that after we left you we were able to get the 1986 omnibus drug bill. A lot of it was centered around the ideas and the suggestions and the direction that you gave us last time we visited Boston. Now that the President has come up with a new blueprint, it's up to us in the House and the Senate to come up with a plan so we can feel proud that we met you in the front lines half way. And to that extent, we look forward to your testimony, and thank you for your past contributions.

Mr. MOAKLEY. Charlie, may I? Actually, what Charlie is saying is true. Unfortunately, we're just getting some money now for some of the recommendations that were made by Ms. Watson that we could not put in but now we've got some money and maybe we can put some in. But Georgette has been down to Washington in my office and testifying before committees down there and I'm just very happy to be here and very happy to have her here today again to lend her expertise to this terrible scourge that's swooping all of us. Welcome.

STATEMENT OF GEORGETTE WATSON, PRESIDENT AND CO-FOUNDER, DROP-A-DIME

Ms. WATSON. Good afternoon, gentlemen. I am glad that you had mentioned about my being before you 4 years ago, because I come before you today with reservations and lack of understanding of what this hearing means for this community. Because 4 years ago, I came before this committee with great hopes, expectations, plus I had a bill for my 75 copies that I had made of the statement.

At that time, this community was experiencing its first taste of street level peddling of heroin. Cocaine had not reached the hands of children to sell.

Since then, the illegal drug trade has mushroomed in this community, first with street level cheap cocaine, then crack, and now the possibility of a resurgence of methamphetamine called crank, ice and go-fast, which can for the first time be made smokable.

The rush one receives from this drug is known to last for 30 minutes, but will keep the user awake for 3 to 24 hours. Users become paranoid, leading to a danger of uncontrolled actions from the user.

Since this drug is lab manufactured, it can be sold cheaper than crack. Most youths who are selling drugs now already make more money than their parents.

As you know from last night, guns, drugs and youth violence is now a way of life here.

Do we have a drug problem in Roxbury-Boston? Yes.

Do we need assistance? Yes.

Programs such as Drop-A-Dime have a constant struggle with funding to provide its service to residents.

Treatment centers are forever closing because of the lack of funding. Treatment on demand is our first line of defense. We need treatment.

It is now years down the line and I'm still sitting before this committee and asking for help. Help for Drop-A-Dime, help for treatment on demand, and help for the youth for now unfortunately becoming the drug abusers of the 1990's.

Drop-A-Dime is an anonymous drug tip line. It is the information conduit between the law enforcement community and the resident community. Drop-A-Dime also has established several other chapters. We have Drop-A-Dime Central Falls, for Turkey, RI; Drop-A-Dime Somerville.

We are going to start a Drop-A-Dime as soon as the telephone company goes off strike in West Warwick, RI; and Drop-A-Dime Cape Ann-Gloucester.

So there is a need for the program out there. Also Drop-A-Dime not only provides the information but we also put out educational material which I have handed you the book called "Drugs in Boston—Neighborhood Watch Manual."

[Statement of Ms. Watson appears on p. 135.]

Mr. MOAKLEY. Thank you, Georgette.

Chairman RANGEL. Thank you. We understand that Ms. Amanda Houston will not be with us, but by unanimous consent, her statement will be placed in the record.

[Statement of Ms. Houston appears on p. 139.]

Chairman RANGEL. Let me tell you, Ms. Watson, no one has had more disappointments than I have as a citizen, as a father and as a Member of Congress, and we come here to encourage you to not to be despondent.

We have every reason to believe that we are making progress, and as Joe Moakley has pointed out, it's not a question of whether we're going to have more money this year, it's a question of how much more. So the Senate and the House at this moment are struggling to reach some agreement.

The emphasis is going to be on treatment, and so therefore with the type of respect that you've earned over the last five years—and I'm not into political promises—but I am confident that from what I've heard from your Mayor and what I've heard from the Deputy Superintendent, that they believe Drop-A-Dime is an effective organization, that it's extremely valuable, that it gets positive results, and that we should have it not only in Boston but around the country. So with Joe Moakley helping you and whatever I can do to help you, I feel that we're really helping ourselves.

I just want to ask you to hang tough and be with us and give you as much encouragement as a politician can give.

Ms. WATSON. Well, I think that in this community, we're trying our best to hang tough. I don't believe that they'll be any program on the grass root level that will come before you that hasn't been on the verge of almost shutting down because of the funds.

The programs are highly successful, not only Drop-A-Dime, DYC, any program that comes before you has been affected in this community, and every program that has been affected has almost closed its doors at one time or another.

Mr. MOAKLEY. Charlie, actually what Georgette is saying is true. In fact, your own program, I know, many times has been on the verge and it's only because of your determination that it's still in effect. I'm very happy to hear you say that it's branching out into other areas, because many people think it's a very successful program, and it must be if other areas are using ours as a model.

Chairman RANGEL. Mr. Brennan?

Mr. BRENNAN. I'd just like to thank the panel. I'd especially like to thank Lawrence and Andrew. I don't think I would have had the courage at your age to come before members of Congress and speak into a microphone and tell the story of what's taking place in your community. Thank you very, very much.

Mr. MOAKLEY. Mr. Chairman, I also would like to thank the other panelists. I think that these youngsters here, they show something special. I know that the peer pressure on them must be so terrific because of what you're doing. You're swimming against the stream, I guess, in some of those areas that you hang around. I just think you're to be commended. I hope that people can look closer at you two people when determining what they're going to do when they leave the schoolyard and when they leave the Boys & Girls Club. Once again, I congratulate you and also your instructor.

Chairman RANGEL. You make me proud not only as a public official but as a father and I'll be sending both of you a note congratulating you for what you're doing, not just for your own communities, but for youngsters from all over this great country. Keep up the good work.

Let me check with my congressional colleagues. The testimony has been so good, the staff has done such a wonderful job. Suppose we work straight through the lunch period and make certain that we get in everybody before we have to adjourn?

Mr. MOAKLEY. Mr. Chairman, I thank you for that because we are running late and there are people out here that want to be heard, and I know you have a tight schedule. As you can tell by looking at my girth, I can forego lunch and I'm sure my colleague Joe can. So I'd just as soon work right through the lunch period.

At this time, I see—he was outranked on this before. City Councillor Charles Yancey and Charles Miller. All our panels are full, but he's been an outstanding public servant and he's got his own views. I told the Chairman and he wants to see your testimony, so we can give you unanimous consent that it will be in the record, all right?

Mr. YANCEY. I thank you.

Chairman RANGEL. The next panel is Gregory Davis, Dimock Community Health Center; Nathaniel Hakim Askia, executive director of F.I.R.S.T., Inc.; and Albert Holland, who is the principal of Jeremiah E. Burke High School.

Mr. Moakley, I think Mr. Davis has the lead, so we'll ask him to start first and take the time to present his remarks to us.

Mr. DAVIS. Good afternoon, Congressman.

Chairman RANGEL. Let me say this before you start. All of your written statements, by unanimous consent, will be placed in the record. We're giving you an opportunity to highlight or amplify what you want to say here. When we do print our report, your testimony will be reflected, not only what you have written but certainly what you say today. Mr. Davis.

STATEMENT OF GREGORY DAVIS, DIMOCK COMMUNITY HEALTH CENTER

Mr. DAVIS. Thank you, Mr. Chairman and other members. As I wrote in my statement, that I'm really honored to appear before this committee, especially around such a personal issue that's close to me.

I'm a recovering addict who, by the grace of God, has been able to turn 25 years of active use and addiction to heroin and cocaine into being sober and straight heading into seven years. As well, I'm a clinical coordinator at Dimock Detoxification Unit here in Roxbury, and also an educational consultant for Freedom from Chemical Dependency Foundation. I guess that was one of the gifts that God gave me, to be able to work in a field that has been so close to my own life.

I guess what saddens me the most is the fact that in our schools, as I travel all around the country, and that's why I have leave today, to go to Philadelphia to teach at a school, what I've found in most of the public schools, especially here in the city of Boston, it resembles a prison setting. Because of my addiction, I had to take that route of prison and although I'm not in the Nation of Islam, I heard Minister Don when I was in prison and he had an impact on me.

Our children are really caught in the middle of what I call the insane space in time. When I walk into a school, there is security, there is a lot of distractions for the criteria of what children should be there for. What shocked me was that as I do my 4-day workshops in schools, I found that fourth graders are now experimenting with the wine coolers as well as drinking the other kinds of alcohol that we, as a nation, have not put a lot of emphasis on.

We have put a lot of focus on cocaine, crack, heroin, and other kinds of chemicals and some way we haven't given a message that a drug is a drug is a drug. And that's been my task in the work that I do in the schools; that especially for young people, especially the physiological aspects of alcohol, how it can affect one's body, especially young people, and also looking at my own life at the beginning, I remember my experimentation with alcohol really was not one of taking a sip but always drinking for the effect to get drunk. That's what's been happening.

What also frightens me is that from the tenth grade to the twelfth grade, students have either on a daily basis or weekly, have been experimenting with cocaine. It's just something that has really affected me as a clinician. I work in a detox unit in which men and women are coming in who basically don't have health insurance, and that's been one of the dilemmas that most people who are actively caught in the addiction of drugs cannot get the kind of treatment that they may need because they don't have health insurance. And there's only about three facilities in the city and Dimock Detox being one of them who will take people who don't have insurance.

The other piece that happens is that our society has seemed to become very reactive with regards to this problem. I'm talking about institutions by way of prison instead of treatment. Being incarcerated for 8 years of my life, I do know that prisons do not rehabilitate. By the grace of God, I was able to do the time but not let the time do me by reading books and studying and trying to just keep my sanity.

What I do know is that having been out of prison for close to eight years now, I am still shedding the skins of incarceration. One of the things that I realize is that I was a walking time bomb, like many other people who are incarcerated. Drugs don't stop once people get incarcerated.

I can recall that when the institution was manageable, that was when 80 percent of the institution was under the influence of some kind of mood altering chemical. Whenever there were no drugs in the institution, violence started to erupt. I also know that where I was, if I really wanted to make a career out of making license plates, the only place that I could do that was to go back to prison.

But in this community, what saddens me also is that last summer a young girl 11 years old was sitting on a mailbox and she was caught in a crossfire and she's no longer with us today. Also, a security guard was walking through a park getting off of work and he was beaten and stabbed to death by youths. An activist in this community who work closely with the gangs was killed in his home.

At any given time, there are shooting sprees throughout this community. It saddens me because, just to give you an example of what I see, in the housing projects not far from this Boys Club, I was doing some outreach work in the community around AIDS education. I must have during my active days, must have traveled through this section of the project at least 1,000 times. But this time I stopped. There were three little boys shooting basketball at a plain backboard, there was no basket. As I looked to my right, there were three young guys in front of two Mercedes Benz with gold around their neck, counting money. I stopped in my tracks and I said, "Oh, my God. I wonder how long it's going to take before these three young brothers here realize that there really isn't a basket up here, they're only shooting at an empty hoop." But I didn't want them to choose the Mercedes Benz. These are the things that our young people are facing today.

Our Nation and our community don't always support the non-users. When I travel the schools and I take a survey of who has made a decision not to drink or not to use any drugs, those people will not raise their hands. They will come up to me after the class and say, "I don't use drugs. But I'm really afraid to put my hand up because everybody else seems to be the ones that use and they seem to be the ones that get all the attention and if I raise my hand, everybody's going to look down on me like I'm a square."

As we fight the war on drugs, I have to for once say that I believe that treatment must be a priority; it must be priority. Education must be a priority. I was looking at a cable show, a show on cable, and I saw Mr. Bennett speaking and they asked him a question about education with regards to the drugs, and he said that he believed that his booklet on drug-free schools was sufficient. But I have to tell you that it's very outdated, and that we have to do more.

I also believe that if I have a pain that it's important for me to go the hospital to see a doctor. I think that recovering people should be included in this process of education. What I found is that I do not glamorize my life of drugs when I teach in schools. I tell them the honest facts. And what I receive from evaluations across this country from the students is that they can really understand and appreciate what I was saying, because I experienced it.

I think that we have to begin to do a holistic approach to this problem. That this problem cannot become political because lives are at stake. This has to be a human resolution so that people can begin to involve themselves across the board. Everyone must be involved. I was listening to the Mayor give his testimony earlier, and it just gives you some idea of what's going on in this city. We all have to work together. It's ironic that I walk the streets with Deputy Superintendent Celester when almost 9 years ago I surrendered myself to him and helped send me to prison.

But it's about the whole picture, not just a piece of it. And I care about this community and the organization that I founded 4 years ago, Metro-Boston Alive, is now 75 members strong and everyone of us are recovering men and women from either alcohol or other drugs. I think that's significant because drugs really take you to places you don't want to go.

I'd like to end with this. This is real special to me because my mother died of alcoholism, because she took responsibility for my using drugs. There are so many moms and dads who are still in that space today. They need a place that's safe, where they can talk about how they feel. My mother died of an overdose of drugs. By the grace of God, I was spared. I'm committed to do whatever I can to support my community in learning how to make the kind of choices that we must make in order for us to live healthy lives.

This is a health issue, a human issue, and we must all do what we can. Thank you.

[Statement of Mr. Davis appears on p. 142.]

Chairman RANGEL. Mr. Davis, I'm moved and impressed by your testimony. I do recognize that you have to leave but before you do, let me ask Mr. Moakley and Mr. Brennan whether they have any questions.

Mr. MOAKLEY. Mr. Davis, you've been drug-free for 7 years. What advice would you give to someone else that was addicted to get off it? How did you determine that you had to change your life?

Mr. DAVIS. Unfortunately, I had to go as far as I could go. But what helped me the most was that there was still people that was willing to support me on this new journey that I was so afraid of making or traveling. The two people who were at my side were two people who were there for me when I came, when I surrendered. That's what I call it.

I guess what I do today is that I try to be an example to those people who knew me when I was active. They always want to know, "How did you do it?" And I say, "I surrendered." What I had to do was realize that if you keep going to the barbershop you're going to get a haircut, so I had to make new friends. I had to take risks, you know? I had to stay close to people that I call the winners, you know. And I had to acknowledge and say that I don't know. And that's basically what I do.

And I'd like to say that at the detox that I work at, 75 percent of those people who complete our detox are still drug-free today.

Chairman RANGEL. Fantastic.

Mr. MOAKLEY. That's great.

Mr. BRENNAN. I simply want to thank you for coming here and telling your story and it's awful important to hear these success stories because I think they can serve as an inspiration to others.

Mr. DAVIS. Thank you.

Chairman RANGEL. We've been moved by your testimony. Thank you. Mr. Askia, it's good to see you again. It's been close to 5 years. I'm anxious to hear your testimony. You may proceed.

STATEMENT OF NATHANIEL HAKIM ASKIA, PRESIDENT, FOR INDIVIDUALS RECOVERING SOUND THINKING [F.I.R.S.T.], INC.

Mr. ASKIA. Thank you, Mr. Chairman and members of the committee. My name is Nathaniel Hakim Askia and I am the President of an organization called For Individuals Recovering Sound Thinking, also known as F.I.R.S.T., Inc., which is the oldest community-based drug rehabilitation program in Massachusetts, and the largest drug-free treatment program in the city of Boston, where we have been located for the past 22 years. I am also currently Chairperson of Senator John Kerry's Advisory Committee on Substance Abuse.

I would like to take the next few minutes to explain to you how the people of our community view President Bush's war on drugs.

First of all, we applaud any and all efforts to fight drug abuse because no community has been harder hit by drugs and violence that has become associated with drugs. Simply put, the violence around narcotics and trafficking is the worst that it has ever been in this country, to the point where no one feels safe walking the streets. The violence is everywhere, to the point where members of my own family have been wounded in a shooting. For testifying in a rape case.

So we are very grateful for everything that the President is doing on the issue of drug abuse, but we also have some serious questions about how the war on drugs is going to be fought.

We have heard a great deal about reducing the demand for drugs through the sterner enforcement of existing laws, and specifically through harsher penalties for the casual user. Behind these statements, we hear a dangerous trend towards blaming the victim once again. It has taken two decades for the American people to understand that drug abusers are sick people who need help, not criminals who need to be incarcerated.

If we allow this new attitude to prevail, it will have the opposite effect to the one the President intends. Instead of driving drug dealers into treatment, it will drive them away from treatment. If they think of themselves as criminals rather than as people that need help, they will have no incentive to seek the help they need.

It is our feeling that the people who are formulating and implementing drug policy do not understand or believe this, and they are communicating that belief that everyone that uses drugs is a criminal to the media and through the media to the general public.

If the President continues to underscore the concept that all drug abusers are criminals, it will become increasingly difficult for us to reach a generation of young people who many in authority have written off as lost causes, something we cannot permit them to do because they are also our children.

The administration has underscored its emphasis on increased enforcement with a proposal to spend $1.5 billion to construct an additional 24,000 prison beds. Everyone agrees that we need far more than 24,000 additional beds to meet the current demand. We felt that the money would be better spent on the construction of an additional 150,000 residential treatment slots, where drug abusers could get treatment instead of detention.

We were very pleased to hear that Congress had added an additional $900 million to the $323 million proposed for prevention and treatment activities, but we remain convinced that the resulting $1.2 billion budget for treatment and prevention falls far short of what we need in order to provide treatment on demand.

In Boston, it is our strong belief that the only solution to the demand side of the drug problem is to provide treatment on demand for substance abusers. Treatment on demand, as you know, means that we need to have an empty bed immediately available for anyone who wishes to enter treatment.

The current budget for the war on drugs falls far short of that goal.

It is a drop in the bucket because, according to the President's own estimates, there are a minimum of 2.5 million cocaine addicts in America, the major of whom will need some form of residential care for the recovery process. No one knows precisely how many treatment beds now exist, but the total amount allocated for treatment and prevention services would fund the construction of 120,000 treatment beds, less than 5 percent of the number required to provide treatment on demand for America's 2.5 million cocaine addicts alone. When we include the total of all chronic drug abusers, we probably have less than 2 percent of the spaces we need to provide true treatment on demand.

Of course, no one actually expects the Bush administration to put $1.2 billion into the construction of new treatment facilities, but even if they did, they would find that it takes upwards of a year to develop a single new 25 bed facility and that it can take twice that long to recruit and train the counselors that are needed to run such a facility.

Which brings up a series of questions that we would like to have answered.

How much of the money for prevention and treatment will actually be made available for residential treatment, which has been demonstrated to be the most effective form of treatment?

How will these funds be distributed? Will they be funnelled through State agencies or will they come directly from the Federal Government? We believe that the funding should come directly from Washington to the treatment programs, as a means of showing that the dollars are used to provide direct services and they aren't building layers where each layer takes a percentage of the dollars which would constantly reduce the necessary resources to provide treatment.

How ever the funds are funnelled into the community, we need to know whether this is a one-time, one-shot deal or if the Government is prepared to stand behind drug treatment with multiyear funding to underwrite the cost of operating the proper programs.

We would also like to know whether the operating funds will be provided on a cost reimbursement basis or a fee for service basis. This is very technical, but very important. Under fee for service funding, a treatment program is only paid for the number of days that a client is actually in each of the program's bed. That makes it nearly impossible to implement a treatment on demand approach because we can't afford to hold any beds open for new clients if we aren't being paid for those beds. What we need is a cost reimbursement approach that reimburses the treatment program for the full cost of keeping the facility open and staffed, whether there are five clients in the program or fifty.

Cost reimbursement contracting is very unpopular in these days of tight budgets and funding constraints, but there can be no treatment on demand without cost reimbursement funding, and without treatment on demand, we will never make a serious dent in the demand side of the drug problem. Thank you sir.

[Statement of Mr. Askia appears on p. 149.]

Chairman Rangel. Thank you. Mr. Holland? My lifetime goal was to get the principal in front of me. Thank you so much for taking the time out, Mr. Holland, to share your views with us. A lot of pressures are put on our teachers as others have said today, without realizing the tremendous noneducational problems that you face, and so I'm really looking forward to your testimony.

STATEMENT OF ALBERT D. HOLLAND, HEADMASTER, JEREMIAH E. BURKE HIGH SCHOOL, DORCHESTER, MA

Mr. Holland. In that case, I will forego my prepared statement which I anguished over feverishly last night.

As an educator, I am very concerned with the problem of drugs in this community. On a daily basis, countless youngsters come in and out my door. As an educator, sometimes I feel hopelessly overwhelmed with the problems of addressing the youngsters needs.

Yes, we are faced with education but also we're faced with handling social problems. As a school in the inner city, a tremendous amount of pressure has been placed on the schools to now address problems of drugs, of gang violence, of AIDS, of social needs for the disadvantaged, and I wonder if there's a commitment on the part of the Congress, on the part of the city, in terms of fulfilling some of our needs.

With the constant cutbacks in programs for the disadvantaged constantly that affects us at the local level. When I see youngsters coming into my building who have to qualify for free food programs, I get very angry knowing that this country does more to tell farmers not to grow food when I can see that every youngster who can walk in my building can be fed.

You know very well when children come into a building who are well kept, who are well cared for, who are well fed, they are also youngsters who have a better chance of making it.

I wonder where the priorities of this country are, because drugs is no new problem for the black community. It's a problem that has always existed. When I hear the President making a national priority, it should have been a national priority a long time ago. But I think the priority has never been in the black community. When I hear agencies testify today about being closed, I wonder where the priority is.

As an educator, my goal is to educate young people and prepare them. We need the resources. We need you to reinvest in this community, as well as the other communities in this nation. The testimonies that you hear, you probably have heard over and over again, and it's probably nothing new. The question is what are you going to do that's going to make a difference?

I challenge you as a congressional panel, that unless the U.S. Government starts sending assistance to the cities, the cities will slowly die. You've seen the results of even last night: we had three shootings in our community.

Youngsters are growing up with distorted sense of values, and at some point, that's our fault. We have to assume that responsibility. At the same time, there are programs and agencies that need to be out there working with our youth, out in the streets, and we've shown our backs to them.

I almost feel like as in my statement, that in the 1970's and 1980's there has been an abandonment of the cities. The youngsters have been left out there to fend for themselves as well as to survive. Gregory Davis talked about the youngsters having choices, playing in the basketball court and there's no basket and seeing the drug dealer with the flashy clothes and the gold chains and the Mercedes. That's the role model youngsters are seeing because we abandoned them.

We need to have programs that deal with prevention. Programs that don't cut back the disadvantaged. Programs that are assisting people and assisting education institutions to cope with the problems that we now currently face.

Gang violence will not go away unless we start addressing it. The drug problem will not go away unless you start addressing it. As Minister Don so eloquently stated in his message, this country has the greatest resources of any other nation in the world. If we want to stop drugs, then we can stop it. My question is, do we want to stop it?

As an educator, we must stop it, unless we're going to have a generation of lost people and no one to be our future. I close my statement at this time.

[Statement of Mr. Holland appears on p. 153.]

Chairman RANGEL. Well, listen—you're a young man and I know you don't mean to sound despondent. But you know, we had to fight slavery and we've overcome that. We've had to fight the denial of the vote, and people have fought and died to overcome that racism. Drugs have hit us harder than most. People come to this country in a different way than we did, and it's a rough struggle. But our kids and our children's children will know that we've done all that we can. I'm confident that as this epidemic has flown outside of the minority community and hit the most affluent that we will turn it around. It's slow coming.

I'd like to see education in our prison system as a part of trying to make certain that people don't go back into prison. With more education and a couple of dollars in their pocket, their kids would have a chance to get a better start in school. I would also like to see in our rehabilitation centers more education and job skill programs which brings us to Mr. Askia talking about more residential treatment. Does residential treatment, as you see it, involve the creation of job skills and employment?

Mr. ASKIA. Yes, that's part of what has to happen to sort of round the person out. Drug treatment is important because that's the problem the individual comes to us with. But we have to be able to equip a person with additional skills, do an education assessment, and equipment them, him or her, educationally and with the necessary skills to go out and live a life of a normal citizen, to be able to work. If in fact that's not done and only drug treatment is provided, and they have to go out and live in the same community, be faced with the same problems, then where are we?

We have recently merged with a program that specifically did vocational training, Project Adapt. Half of their budget was cut, so they couldn't survive as a small program with half of their budget cut, so now they have come together with F.I.R.S.T., Inc. and that's going to be an expanded part of our program, to provide vocational training and education, especially for substance abusers that have come through a treatment program.

Chairman RANGEL. You've answered my question, or I think you did, because I was about to say one of the most effective residential treatment programs that I've seen in my city, I would be proud to have available for my kids or for kids that really need someone who cares, someone who is trying to compensate for something that could have been missing, and I think you were saying that an effective drug rehabilitation program is basically a rehabilitation program that perhaps would deal with kids whose problems include drug abuse.

Mr. Askia. Yes, I think when we talk about the education, we have to focus in on education that's going to be geared toward bringing the best of the potential out of each individual that we teach. That has to be a very important part of that education base. Along with the activity part. But people are going to have to be taught to have a good attitude or feel good about themselves, because we find that a lot of people use drugs because of the feeling they have about themselves and they use drugs to feel good.

I think a lot of that happens because of the oppressive nature of some of our educational institutions in trying to keep the vast potential of individuals down. We're going to have to make some change in that, so that the best potential that the individual has inside of them can come out.

Chairman Rangel. I recognize that the length of treatment is related to the length and the seriousness of the illness. But if you were dealing with a 16 or 17 year old kid that was messing with crack or drug dependent upon crack, what average length of residential treatment would you think would be necessary to be considered "successful" or to think that this kid would be less likely to back on drugs?

Mr. Askia. Well, we have three residential programs. Two are long term, one is short term. Based on the assessment we do at intake, we determine where each individual should go. Most of the people that have come to us for crack addiction, we put them in long-term programs. Because it's a proven fact that crack does a lot more damage psychologically and physical.

Chairman Rangel. How long is long term?

Mr. Askia. Twelve to eighteen months.

Chairman Rangel. Have you had an opportunity to evaluate the graduates or those people who have completed this program to determine if they've stayed off drugs and if so, how long they've stayed off drugs?

Mr. Askia. We haven't all the necessary apparatus to do that technically, but we do have a process where we have a follow-up program for people that graduate. People that graduate from our program become members of F.I.R.S.T., Inc. and they have a say-so in our overall operation of the program. That's the way we've been able to determine those folks that graduate, where they are, and provide that kind of incentive for them.

Chairman Rangel. Well, let me rephrase my question. Of those who have been discharged or graduated and then are involved in your follow-up program, have you been able to determine how many of these remain drug-free?

Mr. Askia. A good 50 percent of them. I'm going to say 50 percent.

Mr. Moakley. It's always a pleasure to see you.

Mr. Askia. Good seeing you, too.

Mr. Moakley. You wear three hats now, I know you're on the Governor's Advisory Council, you're on the Mayor's Advisory Council, and you're still operating F.I.R.S.T.

Mr. Askia. Yes.

Mr. Moakley. How many members do you have now in your F.I.R.S.T. program?

Mr. Askia. We have 68 people in residential, that's three residential houses. We have the only Latino house in the state and we have 100 people in our out-patient program. That's our outpatient intake and also there are services provided in prison. We provide counselling services in the three of the house of corrections in the state. So currently we have about 168 people that we are servicing on a daily basis.

Mr. Moakley. I heard an answer to Congressman Rangel's question on crack, you require long-term care which would be anywhere from 12 to 18 months. That really ties up a facility. If you have four or five crack patients receiving treatment it deprives people on other kinds of drugs.

Mr. Askia. Well, no. I think we haven't really seen a lot of crack addiction. I mean, we got 65 percent of the people in our programs are there for cocaine, different kinds of cocaine abuses, injections, snorting, free-basing and smoking crack. Which that has changed significantly over the years, because at one time we had 90 percent heroin addiction. Now we have 65 percent cocaine users and 30 percent heroin addiction and 5 percent other.

So what we do is put all the people that's got a cocaine addiction problem in the same mold. Now, the people that have crack addiction we have to put a little bit more intensity into them.

One of the TV stations came about a year ago and did a 6-month segment on an individual that was in our program for crack. He did his first month of the program which he could hardly talk, he was in such a state of confusion he could hardly talk. They came back 3 months later and did another segment on him, and he was in a much, much better position—he was talking, he was expressing himself, then after 6 months, he had moved up into the program and was really expressing himself well and was back in school.

It's a lot of intense treatment and services that has to go to these individuals, especially the young ones, because the ones that come in for crack use is usually around 15, 16, 17 years old. So it's a lot of in-depth treatment that we have to give to those individuals and in a lot of instances, we have to move away from our traditional treatment mold to give these individuals something special because they do need to have more intense services than people that usually come in there for just heroin addiction or ordinary cocaine addiction.

Mr. Moakley. Thank you. We understand there's a new drug—ice or glass—have you seen any clients with that kind of a problem?

Mr. Askia. Not yet. Usually new drugs—whenever you hear about a new drug coming in the street, you have to look out especially when you hear that it's in California. Usually crack and different drugs start on the west coast and come eastward. So we haven't seen any in the Boston area yet, but the Mayor of the city has taken it upon himself, being that the news is out there, and we're expecting it to come here, to do an educational program around ice and meth like we did three or four years ago when we was aware that the crack problem existed.

A team of us went down to New York, over in the Queens section and talked to some of the leaders there about the crack problem, and we actually saw that, and we came back here and did a very intensive education program which didn't alleviate crack from coming, but it did make people aware of the severe damage it could do if they used it. I think we've already started that process here in the city of Boston around the ice issue.

Mr. Moakley. Thank you. Mr. Holland, I was very impressed with your statement. I know that it wasn't a prepared statement, you went off the cuff. I, like other members here, can sense the frustration, and believe me, we have the same frustration. We're three Congressmen who vote against that huge defense budget. We vote for homeless bills, and we see them get beat. We vote for more drug money, and we see it get beat. But this year we're not raving about the President's action, but at least he's identified it as a problem and he has put some money there, not as much as any of us would like. I know, it's people like you, who must see hundreds and hundreds of horror stories, in the course of a week, coming in and out of your school building, that really need to be dealt with. I can just sense the frustration that you must see and feel every day.

So I would just like to echo the words of our Chairman, who said to stay with us and let's see if we can just do a little bit better. But there are some people in Congress who feel the way you do.

Mr. Holland. Well, thank you. I just want to let you know that there's far more good youngsters in our schools who are going on to college, who are going on to work and being productive citizens. I mean, unfortunately like everything else, it's the sinners that always get the media attention that often reflects on all of us, and at some point, I would like to talk about the media and how they portray the problems, because after watching the documentary on Washington, DC. I would think anybody—all black youngsters in Washington, DC were drug addicts. However, I know better and I know the schools in Washington, DC are full of youngsters who are looking for college and looking for hope, and not always being portrayed in the negative.

Mr. Moakley. Thank you.

Chairman Rangel. That's true of Members in Congress, too.

Mr. Holland. Absolutely.

Mr. Brennan. Mr. Holland, there's been a lot of testimony and a lot of discussion as to what's happening with drugs in this country. There's some study that says that there's a 35 percent decline, or something in that order, of casual drug usage over 30 years. Last night we talked with some people in some of the housing projects and they seemed to say that there hasn't been much change, that it's rather stable in regard to any trends.

Now, I just wonder what your view is—how long have you been at Jeremiah Burke?

Mr. Holland. I've been at Burke High School for 8 years.

Mr. Brennan. Eight years—well, what's the difference today in regard to the drug problem there as compared to 5 years ago? Is there any change? Is it better? Worse? Or what?

Mr. Holland. I think there's a dramatic change at my high school, and I think it's because people care. I think when people care about an issue, they make changes.

Mr. Brennan. So there's a dramatic change for the better in the past 5 years?

Mr. Holland. Yes, at my high school. When I first got there, you could smell marijuana, you could see youngsters who may possibly be using drugs. There has been a marked decrease in the amount of drug use in terms of high school students. I think education has helped. I think the more educational programs that address these issues, youngsters will listen to. They're also seeing the dangers out there in terms of their own peers as well as their friends.

Mr. Brennan. So you would agree with Governor Dukakis' testimony earlier this morning, that there's been a real decline in the use of drugs in high schools?

Mr. Holland. I would say so. My concern is the youngsters who don't come to high school, that are not in school. Those are the youngsters who I would focus on more so, but I think the youngsters in high school need our support. Because they certainly could fall victim to the problems that other youngsters are having.

Mr. Brennan. To get another picture, though, of the kids that start their freshman year at your high school, what percentage of those will graduate now?

Mr. Holland. I would guess somewhere close to—it would be a 30 percent dropout rate.

Mr. Brennan. Seventy percent will graduate?

Mr. Holland. Seventy percent will graduate. Out of my graduating class, we send 70 percent on to college.

Chairman Rangel. Pardon me, what was that?

Mr. Brennan. Seventy percent on to college?

Mr. Holland. Yes, out of my graduating class. I think there is hope. I think unfortunately the media doesn't talk about the positive things that are taking place in many of the high schools in this city.

Mr. Brennan. Are you saying that the media, for the sake of sensationalism, does a disservice?

Mr. Holland. Absolutely.

Mr. Brennan. Do you think it's an inaccurate picture?

Mr. Holland. I think when you look at what the media portrays, they portray the black community as ridden full of drugs, that people live in constant fear, and I think to a extent that may be true, but the majority of people who live in this community are hardworking, are decent, who are trying to make a difference and the young people here are trying to survive and cope with the negative things around them.

When I hear agencies being cut back, what hurts me the most is that we cut back programs who are working with youngsters after school, because I think the real issue is to deal with those young people after they leave the high school, after they leave the elementary schools, where they have activities that are constructive, people who are working with them who are going to positively motivate them and direct them. I think those are the people who really make a difference, as well as when the youngsters are in school.

Mr. Brennan. Is drug education basically going on in your school day in and day out by the teachers? I'm saying not necessarily a special program, but in the course of teaching, does it go on all the time?

Mr. HOLLAND. We're in a constant mode of dealing with youngsters holistically as they come in. We have to be. It's a constant issue that we deal with, because young people are caught up with their peer and the pressures that are around them. I think our responsibility, and one of my chief responsibilities is to make sure I have good people around my kids and have people working with them constantly.

My other concern is when they leave my building, who's working with them after they leave the school house?

Mr. BRENNAN. What I think is remarkable is the figure you cited—70 percent go on to post-graduate—and this is one of the most difficult areas economically, poverty-wise and so forth, but yet nearly three out of four go on to some post-graduate program.

Mr. HOLLAND. Yes, I think if you look at most high schools and most youngsters, they want to attain something. They want to have a vision. It's up to us to give them a vision and an opportunity. That's why when we start talking about cutting back programs, college assistance programs, that hurts young people who want to seek opportunity to go on to college.

Mr. BRENNAN. Did you feel any sense of hope after you heard of President Bush's program on drugs?

Mr. HOLLAND. I did. For the first time, I heard the President not only talk about drugs as a problem but talk about committing monies and coming up with a strategy. I would hope that strategy is to assist local communities, as well as supporting programs that help disadvantaged young people.

Mr. BRENNAN. Did his television program come into your school?

Mr. HOLLAND. Yes, it did.

Mr. BRENNAN. How was that received?

Mr. HOLLAND. It was received by youngsters with mixed emotions. I think one of the hardest things for young people to do is actually see how that relates to them.

Mr. BRENNAN. How does that relate to them? It's too general?

Mr. HOLLAND. Well, when you stand on the corner of Interville and Brunswick Street and see young people still selling drugs, it doesn't mean a lot in terms of what the President's saying. I think what we have to feel is that there is support on the local effort by the President sending direct assistance and not always us feeling the cutbacks. I think when programs like Nate and other preventive programs are funded, that assists the high school but also it assists the young people in the communities because they're the ones who have to feel the direct services.

Mr. BRENNAN. Thank you very much.

Chairman RANGEL. We thank you.

Mr. MOAKLEY. Yes, thank you very much. You're both very, very helpful. Thank you.

Chairman RANGEL. Our last panel is Franklin Tucker, Barron Center; our old friend, Bill Celester, Area B Police Headquarters and Deputy Superintendent; Ben Haith, Director, Community Anti-Crime Program, Roxbury Service Center; and Curtis Jones, the Chief of Police of Boston Housing Authority. We had the pleasure to be with him a bit of last evening, and we learned a great deal about the housing authority and also the great cooperation they have with the tenants. Joe?

Chairman RANGEL. Yes. Mr. Chairman, I want to thank—and I just wish the cameras were here—the cooperation of these gentlemen last night was outstanding. Everybody was talking about it all last night and this morning. Just in a couple of hours what you exposed the congressional committee to in your trip through all the festering points, and you did it in such a great way, and just the spirit that exists between the task force and the Boston police and the housing police and the Mayor's office. Chairman Rangel is still spinning. He said he wished he could bring them back to his district.

You people are actually a great example, and I wish that the cameras could be grinding now to hear this and hear what you're going to tell us. I just think that you fellows have shown that you're really on top of this situation, and if you weren't on top the situation, as bad as things are now, they'd be a helluva lot worse.

Chairman RANGEL. I wish the cameras were here so that more people in Boston would know of William Celester and the fact that he came from a privileged family with a silver spoon in his mouth and that this job was just passed on to him by his family because of the prestige and influence that it had over the years in Boston and how he just inherited this legacy, as he shared with us last night.

Why don't you tell us in your own way—and all of you should know that you're considered friends of the committee and so, therefore, your written testimony will be recorded—but you can share with us your views of what you would you would like to see us do. We leave behind one of the most respected Members of Congress in Joe Moakley, the Chairman of the Rules Committee, and so, therefore, you know we just don't come here to listen to you and leave our commitment to report back to you. Joe and I go a long, long, long way back so we'll be working together to make certain that the commitments we made today are followed through. Deputy?

STATEMENT OF WILLIAM CELESTER, DEPUTY SUPERINTENDENT, BOSTON POLICE DEPARTMENT

Mr. CELESTER. Thank you very much, Mr. Chairman. First of all, let me bring Police Commissioner Francis Roach's regards to you and I want you to know that all the work that we do, we're as good as we are because of him, and I acknowledge the support that he gives us. I want to make that very clear.

Chairman RANGEL. It makes a lot of good political sense to me. [Laughter.]

Mr. CELESTER. Also, if you appreciate these efforts, Congressman, there will be a Chief's job opening up in New York City very soon——

[Laughter.]

Chairman RANGEL. You've got me on that one.

Mr. MOAKLEY. He was just looking at your resume, Bill.

Chairman RANGEL. It makes a lot of sense. I wish you would send it to me.

Mr. CELESTER. I'm not going to talk too much—you have this and it pretty much speaks for itself. I pretty much will touch on some things on this and then say a few things on my own.

The first thing is that yes, the police department and the community do share working closely together. I think no city can work and be successful in the war on drugs unless it works hand in hand with the community. I think that's something we in Boston have been privileged to do.

I think when the Mayor and Commissioner Roach first took office, their top priority they said was fighting drugs. They also said they wanted a partnership between the community to do that. Those were the marching orders that I was given, and I've attempted to do that with their support. As a result of that, we have been able to jump right on the drug problem and the gang problem before it got out of hand.

First of all, let me say to you that I think the reason why a lot of other communities have not been successful is, like I said before, they have not worked with the community and jumped on the problem before it got out of hand. What has happened in the past that I can see in most urban cities is as long as it stays in the black and the poor white communities, then nobody acts on it until such time as it begins to touch suburbia. When it begins to touch suburbia, it becomes a national problem. I think that this has got to stop. I think it has stopped with you gentlemen. But I think that has got to stop.

One of the things we've been very successful in doing here in Boston working with the community, just let me tell you some of things we've done. We never—or almost never—make a decision on policy on what we're going to do in this community without first discussing it with some of the community leadership. Now we don't always agree on the strategy, but one thing we do do is talk about it before that strategy is put into effect. The community appreciates that, we appreciate that.

The first thing the Commissioner did was call a meeting with some community leaders and a strategy was worked out on what to do about that problem. One of the things that came out of that meeting was that we would concentrate on this particular 40 block area and try to eradicate the gang and drug problem there or at least reduce it. We came up with a task force. This task force was called Operation Save. Also, which came out of that meeting was a unit called Power Patrol.

The Power Patrol was made up of officers that were not tied down to the 911 system that would answer only part one emergency life threatening calls and would be able to cruise the areas that the people most complained about. That is what the Power Patrol does every week, and there are community service officers. These community service officers attend meetings throughout Area B. They get complaints from residents about certain areas in the community. Those complaints are brought back to me, I in turn turn them over to the Commander of the Power Patrol, he has so much time to address that problem and get back to me with the results on what the Power Patrol did about that problem.

Now if it's a drug house, if it's too big for us, we turn it over to the drug control unit. If it's something that we work on, even if it's not solved by the time we meet with that group again, at least we can tell them we are working on that. But we never take a complaint from the community or from a community organization that we do not at least answer them back within 30 days on what we're doing about it or if we've even gotten to it yet.

So the Power Patrol has been very, very successful. Operation Save has been very, very successful. In the area where we have Operation Save, crime has dropped 19 percent. The community has walked the streets with us, they've just been overwhelming to us, and I can say to you that we wouldn't be any good without them.

Now, as far as the drug problem goes, the President's drug program, we cannot say we're serious about fighting drugs in this country if we don't take into consideration banning assault weapons. We cannot say we're going to ban assault weapons that are imported and not ban assault weapons that are made in this country.

You cannot tell me you're serious about fighting drugs when the number one weapon of these drug dealers are assault and semiautomatic weapons. You have to fight it hand in hand. You have to fight the drug problem and fight the assault weapon together, or you're not going to win that battle. You have to fight it with the community also. So you must ban assault weapons.

In Area B, I would say probably 90 percent of all of our drug arrests and probably 70 percent of all our drug dealing are done in and around HUD properties or public housing developments. This State passed a law making it illegal and they can put the mandatory sentence on those people that would sell drugs 1,000 feet from a school. I would go farther than that. I would make it a federal law to sell drugs in or around any Boston housing development or HUD properties, anything that the Federal Government has anything to do with, I would put that ban on and make it a Federal crime. I think the local departments can work out the logistics on just—where we could make the arrests and all that, it's just taking it to the Federal court, but I think that needs to be done.

If you look at the major urban cities, if you put that law into effect, look at all the poor families and all that are being held hostage now that would not be held hostage if this law was put into effect.

Second, I think some way there has to be worked out a way that the people that live in HUD housing have an opportunity to own their own apartment. What is happening now, at least in the city of Boston in Massachusetts is HUD housing is being sold but you cannot buy HUD housing unless you buy 16 or 20 buildings together. That is wiping out any poor person from owning his own home and actually really it's moving him out of the community so rich people can move back into the community or people with money can move back into the community.

I would suggest that the Federal Government look at something—they could probably float a no-interest loan or something like that, sell the apartment that these people live in back to them at a low rate where they would pay the same rent that they're paying now only it would be their apartment and they couldn't be displaced. Therefore, they would have more pride in where they live, they would care about who lives next door to them, they would care about who's selling drugs on their street or across the street from them. You wouldn't have an absentee manager that was only there to make money and not care about what goes on with the tenants. You would not have the problem of people living in apartments within those buildings that don't belong there because those buildings would be owned by tenants.

Another thing I would look at as far as the Federal Government goes is doubling the amount of drug control agents in this country. We have more members of the Boston Police Department, I believe, than we have drug enforcement agents for the entire country. How can we say we're serious about drugs? We can't. If we're serious about drugs then we have to know the Federal Government's serious about drugs, we have to know the Federal Government is willing to put the money in here to help us fight the war on drugs.

I also think that there has to be a Federal mandatory program for drug education within the schools. I've heard it starting from kindergarten on, I would even go for kindergarten. But I would say at least from the first grade on it should be mandatory like English and geography and math is, it should be mandatory drug education in our public schools throughout this country.

I would also say that I hear a lot of talk about getting the street level drug dealer and taking away certain things from the street level drug dealer, and I agree with all that. But the street level drug dealer does not import drugs into this country. The street level drug dealer does not grow drugs. Again I say if the Federal Government is serious, we have to look at these brokerage firms and these banks and corporate America that launder this money. We have to let the little people in the street know that we'll go after the big man just as quick as we'll go after the little man on the street. I haven't seen that type of real commitment strong from the administration yet. I really didn't hear that much about it from the administration, and I think that must be a must before I begin to believe that the administration is that serious about the war on drugs.

Chairman Rangel. While you're pausing, I remember when we had a sweep in New York City. Everybody joined with us, a community effort. They arrested over 800 people, I don't know really how much drugs were seized at that point, if it was a half pound—and yet in Los Angeles we seized 20 tons and only arrested three people.

Mr. Celester. In your letter, you asked what the most predominant drug is that we find in this community. The most predominant drug is crack cocaine. That has been steadily on the rise and has really taken a dramatic rise I would say in the last two years in this community. Heroin is still a very, very serious drug in this community, although it has taken a slight drop, it hasn't taken any significant drop to really mean anything. Marijuana is also on the rise again within this community.

Area B is responsible for over 60 percent of all the homicides in this entire city. Area B is responsible for 48 percent of all the drug arrests in this entire city. I believe one of the reasons is because drug dealers at one time found it very easy, like I said, to move into or to take over public housing and HUD housing, and I think that the Federal Government really has to take a strong look, a very strong look at that.

Last night while you gentlemen were here and we were going on the tour, there were four shootings in Boston, in Area B; two of the shootings at the very housing project that we toured. I don't have any information on just what it was about last night, but if I had to venture, I would venture that it was over drugs. So that shows even that the fear of you gentlemen coming into town, visiting their project did not scare the drug dealers. That's the boldness of them.

You might find this odd, but I also feel as a law enforcement person that the police are not the answer. And the police cannot solve the drug problem. They can help a little, small part of it. But treatment, education, and programs I think are the major thing that we have to do to solve the drug problem. I have so many people that are on drugs that are out there stealing and breaking into houses and shooting and everything. They come up to me and say, "Deputy, I want to get off drugs, but I have no where to go. There's a three month waiting list to get into any drug rehabilitation program."

So like the speakers before me, I think it's definitely need to have treatment on demand. I think it's a must and unless we do that, unless the Federal Government finds some way of doing that, then I think we're going to lose the war.

As far as jobs go and training go, you know, you cannot tell me—they say a lot of these kids around here didn't finish school or only had a fourth or fifth grade education so they're not skilled. Well, I'll use one of Minister Don's sayings, you can't tell me that a kid that can scale a wall and go into a fifth floor apartment just by climbing bricks, come out with a TV set that's broken, put it in a box and sell it does not have any skill. He has some skill. Maybe he'd make a good salesman, I don't know—maybe you ought to have him work at General Motors; might beat the Japanese. But I'm going to just wind up now, but I think those things are very, very important to help us win this war. I thank you for coming and listening to us.

[Statement of Mr. Celester appears on p. 158.]

Chairman Rangel. Thank you, Deputy. Ben Haith, Director, Community Anti-Crime Program, Roxbury Mult-Service Center.

STATEMENT OF BEN HAITH, DIRECTOR, COMMUNITY ANTI-CRIME PROGRAM, ROXBURY MULTI-SERVICE CENTER

Mr. Haith. Thank you. My name is Ben Haith. I'm a resident of Roxbury for close to 20 years. I'm currently the Director of the Community Anti-Crime Program at Roxbury Multi-Service Center. I'd like to thank this committee for giving me the opportunity to express some of my thoughts as it relates to the drug problem and related to other problems.

I'd like to thank my Congressman, Congressman Moakley, for making this hearing possible for the community and I'd like to say to Congressman Rangel, I recall when I was living in New York and you were running for Congress in your district. You've certainly served your district well and your country.

The following are recommendations that I am submitting to the Select Committee, were submitted by me in a letter to President George Bush dated September 15, 1989. A copy of that letter was also mailed to Mr. William Bennett, the National Policy Advisor on Drugs.

At this time, I am presenting those recommendations to the Select Committee on Narcotics Abuse and Control.

I totally agree with President Bush's statement to the Nation on September 5 that all citizens in our great Nation should be involved in the fight against drugs and drug-related crimes. The President made reference to the many community crime watches in our country and that they are actively involved in combating drugs and drug-related crimes. The President encouraged other Americans across the Nation to join a crime watch group in their community if they didn't belong to one.

As a crime prevention strategist in Boston for many years, I can say from experience that crime watches and crime prevention programs do work. But they need further support in order to become more effective.

One, I recommend a State by State commitment to crime watch organizations and neighborhood groups that will be coordinated by a national office. This office would be designed to assist the thousands of crime watch organizations and groups in the Nation. This office would support the citizens in their community in the community's fight against drugs and drug-related crimes.

I just want to emphasize that the importance of focusing in on the related crimes to drugs. In some cases, people focus much of the attention on drug activities themselves, the sale and the use. Certainly we must deal with that aspect of the problem, but in my job I come into contact with people in the community who are victims of other types of crimes—break-ins, muggings, assaults, threats, gang-related development, and so forth. Much of this, the tie, is due to a relationship with drug activities.

I also recommend that a national coordinator for the office that would enable each state to communicate with the present administration or the House of Representatives that would supply the necessary information and materials, such as the Crime Watch report pad or pads to help crime watchers log suspicious activities. For many years, here in our community, we've told community people to write down and log the important information as it pertains to crime activities in their community. Now we realize that what we should have done was provide them with a tool, a report pad, to actually write down what it is that they're observing so that this tool will enhance their observations and give importance to that important element in being a part of a crime watch or a group.

It is my understanding that the biggest cocaine drug confiscation that took place in California several days ago came about because of a private citizen's tip to law enforcement. That has to be a classic example of how important crime watch is.

I'd also recommend that a national hotline for the national crime watch office be established so that this telephone would enable community groups to have access to our national government's fight against drugs and drug-related crimes.

At this time, I would end my testimony.

[Statement of Mr. Haith appears on p. 162.]

Chairman Rangel. Thank you, Mr. Haith. Mr. Jones, good to see you again. Thank you again on behalf of all of us for the time spent and the experiences shared with us last evening.

Mr. Jones. I would like to thank you, Mr. Chairman.

Chairman Rangel. Congressman Brennan has to leave, but why don't you make a statement to the panel.

Mr. Brennan. I'm very sorry, but I have to leave because I have to be in Portland in a couple of hours. You know, I think there are a lot of Members of Congress and a lot of people that feel a sense of hopelessness about what is happening in the inner cities. I have to say coming to Boston, going through Roxbury, meeting with you people, listening to your Mayor, listening to the principal of the high school, and observing the relationships you have with the community, I have to say I feel a much greater sense of hope. To hear that progress is being made at the Jeremiah Burke School, from listening to the principal, and just the relationship that you have, I think it's so important now that the Federal Government do its job.

You folks are fighting back, and that was so evident from my own observations last night. I hope that the Congress of the United States is responsive. I think you're fortunate to have the likes of Joe Moakley, and I mean that sincerely. I don't think there's anybody that knows any more about this business than Charlie Rangel.

I just want to say to you I pledge to work with Joe and Chairman Rangel to try to help you because it is inspiring to see the fight that you're conducting over the war against drugs. I mean that.

STATEMENT OF CURTIS M. JONES, DIRECTOR, PUBLIC SAFETY, BOSTON HOUSING AUTHORITY

Mr. Jones. As I begin my testimony, again I would like to thank Congressman Rangel and Congressman Moakley and members of the committee for having me appear here today.

One of the issues I know that comes up time and time again in discussions in Congress and throughout the country is the issue of drugs in public housing. Often it is reviewed by people that housing is abandoned and the people are desperate, intolerable, and suffering from institutional neglect, and have no pride and they're not concerned about their own living and the environment in which they live. I think in the statement made by the Congressman earlier, and again Congressman Brennan in his last statement about the support in the city of Boston, I think it is a different situation here.

Part of that I attribute to years of support and years of constant work in fighting the drug war, uplifting a community that was struggling and trying to forge ahead in the building of a new community and a new housing authority. Housing authorities for years have been neglected and mismanaged. Within our efforts, that has meant that we had at one point created our Public Safety Department which is a law enforcement agency, a subsidiary to Boston police and work hand in hand with them on a lot of issues that affect the community.

The key for us now is how do we control the drugs within the community, what efforts do we make in order to ensure that the developments and the money spent on the rehabilitation of these properties remain? In particular, certain communities that we visited last night, we had spent over $40 million only recently in the rehab of these locations with no money coming to protect the locations. Boston police does an admirable job to support our efforts and to support the agency. My officers do a tremendous job under the constraints that we have and limited resources and limited numbers in order to fight back the drugs.

What I have found in my 10 years in policing and housing is that public housing is a fortress and it is a war zone. If you don't understand the elements and the concerns of a community, it becomes very difficult to control it and to police it. The hallways, the design, the brick structures, the solid doors, may become enemies of police at some point, because terrorism is available to those who would portray it on a community.

In the Orchard Park Development, which we visited last night, we've videoed and we've seen it actually occurring, where drug dealers will come in cabs, alight from the cabs, secure the hallway doors, secure the roof doors, put their runners on the street, put their lookouts in front of the building, put their enforcers on the street, and then business begins; where they escort people into the building and escort people out of the building. No one comes in, no one goes out unless you are part of that drug organization. It is very difficult to infiltrate because you don't know who's who.

As the individual walking down the street, he sees someone walking down the street, he does not see the fact that that person is the drug dealer, is the runner, is the lookout, is the person with the gun, is the person taking the money. The system—it's a network. It involves large numbers of people and it can't be considered as one individual. The operations have to be shut down—the base crumbling an organization.

It is domestic terrorism, it is organized crime. We have to understand it in that way. We must understand that these little, young kids that we're seeing on the street are little drug dealers. They are organized, they are professional, and they are into making money. It is about business for these individuals.

I've heard a lot of comments here today to talk about treatment, education, interdiction, and the like. I say that that is crucial. But I hear education on two levels. I hear drug education. What I don't hear is proper academic education, which would allow people to go on and look for employment and future gains. We need institutional educational development. We're in a computer age, and we now need to know that we're learning the computers and the systems that will carry us into the 1990's and into the year 2000 because we're behind. As a nation, we're behind other nations and we're struggling as a nation.

I look to the issue of what people say. We'll give them alternatives and we'll give them programs that will help them with treatment, with opportunity, with education in schools, and drug education. These kids need money. They need jobs. Jobs become a crucial thing. But when we talk about jobs, we often think of McDonald's and the other things that people will relate this to—why a person sells drugs. The key thing for me is not just a job, but a career. We need to look at training for careers.

There are things that are going on in the continuing development of youth. We are teaching them about Abraham Lincoln, John Paul Jones, and a number of people who they never will meet because they're dead and gone; but they will not understand how they can move from their own community and how they can show that they are entrepreneurs in their own style. What we have is young men who have the skill and ability to be entrepreneurs that are not being trained correctly and are not being given the opportunity and, therefore, are struggling.

Within our role in public housing, we've looked at all these issues in our policing strategy and our efforts to deal with the community. We're offering job placement for people, opportunity for education, we have any youth that lives in the city of Boston that lives in public housing receives free education at Northeastern University for 5 years. We're developing programs with Wentworth Institute of Technology on computer literacy, fiber optics, electrical and civil engineering as a specialty for youth in public housing. We're working with programs with Emerson College for communications to teach youth about becoming actors and in dealing with the video and media skills that they can develop. But we're doing alternatives other than basketball. Basketball becomes a program, it is not a life-long goal. We are looking at those programs, we are serious about our efforts in trying to develop those programs that will work.

The key thing that we are dealing with is a struggle for funding to keep programs going. We are constantly cut. Within my department—we have been in service for 10 years—but within that period of time consistently year after year fighting for funding through HUD to get this money to the housing authority. It continues to be a problem.

I ask the Congress and this committee to review HUD's proposals under the drug bill. They are important—the evictions, the tighter security—those are givens. But what we need is the money to make it work. It's crucial that it comes through the Housing Authority level so that they are able to implement programs. We're often caught in red tape, and it doesn't get to the right sources in a timely fashion.

I would again thank the committee for the time to speak before them and I have some information I will be forwarding to your offices on our programs so that you can have some written documentation of my comments today as well as providing you some documents for others to view and perhaps look at for other programs around the country. Thank you.

[Statement of Mr. Jones appears on p. 167.]

Chairman Rangel. Thank you for an outstanding statement, Mr. Jones. Mr. Tucker.

STATEMENT OF FRANKLIN A. TUCKER, DIRECTOR, BARRON ASSESSMENT AND COUNSELING CENTER

Mr. Tucker. Thank you, Chairman Moakley. It's a pleasure to see you again. It's been a long time.

I'm here to tell you about the Barron Assessment and Counseling Center which I am Director of. In 1986, the Boston public schools put together the Barron Assessment and Counseling Center for the purpose of helping students caught with weapons in the Boston public schools. What had happened in the first 2 months of the

1986–1987 academic year there were as many students caught with weapons within the schools than the previous academic year, 1985–1986. That was a traumatic experience for the committee and the Superintendent. So in January of 1987, I became the Director of the Assessment Center and we opened our doors on March 9, 1987. From March 9th to June we serviced 125 students. The following year, we serviced 333; last year we serviced 258 students.

Today, we have a serious problem in our schools of not just drugs but also weapons. Within the Boston public schools, we're finding that our students are carrying knives, guns, sawed-off shotguns, and they have availability of weapons when they don't have an availability of educational materials. It becomes a serious problem within our country and within our city when our students are not being educated properly. We are 15th in the world as far as education on the ladder. It's a shame that the United States has all the universities like Harvard, Yale, and Princeton and across the board, that we seem to fail to educate our youngsters in the public school setting.

In the Assessment Center, I help work with kids who are caught with weapons such as 9 millimeter semiautomatic handguns that were loaded, sawed-off shotguns, knives etc. Out of all my firearms violators not one has been a repeat performer. Everyone of those students that I've worked with, some of them have gone on to college. I've had gang members in the building I've worked closely with over the past 2 years and just sent two of them off to college this past summer.

We've been having a struggling time with the budget problems in the Boston public schools. I've had to take some cuts in the past 2 years which hurts my program. We have to get serious when we're talking out both sides of our mouths that we want drugs stopped from coming into our schools and we want to educate our children, but yet we don't put the resources forward so that these things can happen. Our children are suffering and at risk.

I live in the community of Dorchester, where I've lived the majority of my life. What has happened is that I have seen my area of this town go under siege from different gangs and rising gangs. I've seen young people being assaulted as I'm driving through the streets, I've seen them in the hospitals for no apparent reason than someone wanted to take their sneakers or something that belonged to them. I see the kids in the school system who are scared to go to school, scared to go into their classrooms because they're being intimidated. A lot of these kids are dealing drugs in the schools and around the schools. It's become a priority for student drug dealers who feel they can set up their shop any where they want and they don't have too much of a problem doing so. You can look out the doors from school buildings and you can see kids crowding over and going over to certain cars purchasing drugs. Those kids you never see with books or anything else.

We also have a problem with kids in our school system that are too old. On the books, they can stay in the public schools up to 21 and 22 years of age. Now that's a disgusting factor, considering that you're talking about high school students that are coming into school at 13 and 14 years of age, sitting next to someone who's a criminal. I had a case in my center where we had a freshman that was 19 years old who was a known drug dealer who was hiding out in the high school, who had a Mercedes Benz and a BMW paid for, had more money than the teachers that were in the classroom with him and all the students scared of this adult. He came to me for 2 weeks and stayed at my center, and when he walked from class to class, the fear was in the other kids' eyes and faces.

Here is someone who is 19 years of age in a public school hiding out and involved in several different courts in the state of Massachusetts and the last court he went to, the judge told him, "Are you still in school?" And he said, yes, he was still in school, so therefore the judge did not sentence him to a term in prison. He is sitting in our school infecting other kids at 19 years of age, around 14 and 15 year olds and this is a disgusting factor. This needs to stop. We need to have some kind of cut-off system where if you're not a graduating senior at age 19 with proper points to graduate, then you must attend an adult institution if you want an education, but not hide out in the public school system and infect other kids.

What happens is we send a message out to the other students that there are serious problems that we as adults choose not to address. I've been addressing these problems all along. I was in Washington this summer and at the hotel I happened to talk to the lady who was running the night shift. She told me she was a senior at Woodrow Wilson High School and that shooting erupted last year and she was in the middle of four of the students that were shot. She experienced and expressed to me that there are more drugs in her old school and she was scared in that high school for the last 2 years; how it rapidly changed in a 2-year period, and she said there are more guns and more ammunition inside that school building the school authorities didn't want to address.

We have a serious problem. I've had people call me from all over the country and one of the first things—especially media people—was, "Well, how many kids do you have in the Center with guns?" One of the replies that I usually give them after the incident that happened at Natick High in Suburbia, I said, "Call Natick High School, they had five guns in there in one day. We've never had that. All of those students were white young adolescents who broke into a gun shop in Natick. Why do you just try to pick on the inner city schools and just say that it's only a problem here?"

It's a problem nationally. Drugs, the guns, and the violence all go hand in hand. You cannot separate the three. That is a serious problem in my eyes. I've seen kids come through my Center as young as 8 years old. We deal with elementary and middle and high school, and I've had them as old as 21 years of age. It's a disgusting factor when you see that a kid 8 years old is telling a teacher that she's being victimized by some young men in a classroom and nothing is being done about it, and then she brings a knife in to protect herself and still she was victimized and the teacher was victimizing her also. We have some serious problems that need to be addressed.

I'm tired of seeing and hearing the lip service. I would like to see more action. I've been dealing with over 700 kids, a lot of them I deal with on a regular basis even after they leave the Center. It's become a serious problem in my neighborhood where I live. There was a young man who was killed on my doorstep. They robbed him of $15 and stabbed him to death. As I came out my door, here was a young man bleeding to death and died on my doorstep.

The house next door to me was selling heroin. I worked with the police and got rid of them. The house across the street was selling crack and women prostituting themselves. We worked together on the street and got rid of them. We can't do it ourselves. We have to all work together and I know the police are doing a fantastic job. Their arrests records are up. The courts are having problems. I hear President Bush talking about we need more jails, we need more prisons. That's 4 to 5 years of building. What are we going to do in the interim time? What are we going to do? How much more can we take? How much more can the kids take?

Our American children right now are really suffering. They are not learning what they should be, which is hurting us in not being able to compete in the world, which is hurting us as a nation, and things have to come about and change. Mr. Bush has got the money, he's going to be the educational president, but at his summit there were no educators. They don't first-hand know what the problem is. We know, the ones that are in the trenches. We have to also revamp our policies in education. Our teachers are coming out and they're not being trained to deal with the problems that are in the schools. They're coming out, just like being on the front line, they've never been trained so they're not adequate and they're having problems. Then you have the students who disrespect everyone plus themselves. The problems going on in the neighborhoods that they bring into the schools, which totally distract and take away from everybody's education.

My Center is a diagnostic center. We do assessments of students at Barren, psychological, sociological, educational testing, and for the real problem child they get a psychiatric evaluation. The other component is an academic one. So the students at the Center he/she doesn't lose academic credit while at the Center, from the sending school. The student is working at the Center and he brings his academic work from the sending school. The other part of the program is the criminal justice program; every week on Tuesday we take the students to the Charles Street Jail to show them the reality of being locked up in jail and being on detention, not even being convicted of a crime. We also tour the juvenile detention facilities. Yesterday, there was an article in the Boston Globe about a press conference at my Center about the program Jail Break being successful.

I have different business people who come in, educators, corporate people who come in and talk to students at the Center about how they can make it, how they had the same problems, grew up in the same type of neighborhoods that they live in and how they made it. I've had deans come in and offer scholarships to students, I've had people offer jobs to students, give them their cards, say "Look me up in June—I have a job for you in the summer. I will work with you and I will help you." My Center is a short term—my Center is 5 or 10 days, it is an assessment center. A lot of people are confused, they say it's an alternative. It's not an alternative. We're a diagnostic center—5 to 10 days.

I developed a therapeutic center that can deal with long term problems of adolescents. We could keep them 6 months, 1 year, 2 years, until we can straighten out all the nonacademic problems in their life.

Governor Dick Celeste had me come to Ohio on February 7, 1989, and I was on an educational radio show with him because he wants a new initiative in the State of Ohio to make Ohio number five in the Nation in education by the year 2000. I met Superintendent of the Columbus school system Dr. Ronald Etheridge, David Kearns; and chairman of Xerox, Dennis Doyle, when they wrote together "Brain Watch" about private industry working with the public schools for survival. Dennis Doyle spent the evening with the Governor and me.

Chairman RANGEL. I see what you're doing and the contribution that you're making, but you can help us if you can tell us what you want us to do.

Mr. TUCKER. I would like to see more money allotted to education on three levels: One line would be the colleges, to train teachers that are coming out into the field so that they're able and equipped to deal with the problems. Two, to get the noneducational issues out of the classrooms. That's what's impacting the teachers so they can't teach. That's the major focus. And number three, everybody get behind education and get this Nation to be healed, because we're losing it. We're going down. And it's going to take money.

I mean, they're talking about no taxes, no money. We have to make a stand or we're going to continuously lose these kids.

[Statement of Mr. Tucker appears on p. 171.]

Chairman RANGEL. Well, you were here earlier, I think. The problem with no taxes is a very, very loaded question. And not everyone comes from the type of districts that your Congressman and I come from. Nor are all people willing to pay taxes notwithstanding what they say about the war on drugs. So we need our priests, our ministers, our rabbis, our community leaders saying, "For God's sake, let's do something to save our community and Nation."

I think it's safe to say that it was the U.S. Congress in 1986 and again in 1988 that pushed the Reagan administration at least to recognize that the Congress was prepared to do what they were not. I think to some extent that Jesse Jackson pushed all of the candidates on the drug issue in the last election, even now-President Bush, to understand it's a priority on the national agenda. There's no reason for us to say that we've been successful, but it is now a part of a Presidential movement and program.

Now the question is going to be in the House and the Senate whether we have the political courage to build on that. I am suggesting that if Mayor Flynn is able to be nearly as effective with the Conference of Mayors that he was with the bill of 1986 and 1988, if we can get the Archdiocese and can get the Protestant Council and the Board of Rabbis and those opinion makers to say, "Enough is enough." Let's face it—children are being born with AIDS, it's not just a political problem, it's a moral problem. It's not just one that's going to be resolved in the city halls and the State capitols or the Nation's Capitol. It has to be heard in our churches and our synagogues and in our hearts around the country and indeed the world.

You four have given us a great deal of inspiration and direction. We have to make certain that we come back and give you something to continue to build on so that at least your children and your children's children will be able to say that you made a contribution and that your lives did make a difference. This is what we want to do, not because it's the political thing, but because it's the right thing to do.

I cannot think of any issue that is more patriotic than to be able to say we saved our country not just from the threat of communism but from a takeover of the scourge of drugs.

So you may all three come up to New York City for a variety of reasons, but let me also thank Joe Moakley. He's not an ordinary Member of Congress by any stretch of the imagination. While I enjoy his friendship, I also have the deepest amount of respect that he has fought for those sensitive issues. Sometimes I have to beg and plead in order to convince other Members of the Congress as to what we need in our type of communities to survive.

More often than not, Joe Moakley is at the leadership helping me to get some of the things that we need without me ever having to ask him. Now that he has been elevated to his position as Chairman of the Rules Committee, it's a great tribute to the Congress to have him there. But I think that for the people in Boston, especially his congressional district that allowed him to be there so that you could enjoy this leadership, your causes now have a stronger voice in the Congress, and I have a stronger ally and friend.

I just want to say for the record, Joe, not only did you bring the committee here for one of the best hearings that we've had this year, but the outstanding witnesses that you have been able to provide have afforded me and Joe Brennan an opportunity to be more effective in doing what we need to do on this. I sincerely thank you for your friendship and advice on the issue.

Mr. MOAKLEY. Thank you very much, Mr. Chairman. Charles Rangel is an outstanding person. As member of the Rules Committee, I have the opportunity to institute this committee—no committee can be instituted unless the Rules Committee Institutes it. Charlie Rangel made such a plea; and I don't think anyone will vote against you, Charlie. He's been counted on since. He's our expert in the Congress on drugs, and he's been asked by members all over the country to go to their districts just to see what's going on. People in this community came to me and said, "Look, we've got a problem here. It's just getting out of hand. We'd like the Congressional committee to come out." I've known Bill Celester for 20 years, and I know what he's been doing. So I sent a note to Mr. Rangel and he came.

What this does is, it brings the testimony that you people so splendidly gave, back to the Congress. Mr. Rangel sits down with his colleagues, gets our ideas, writes a report and out of this comes legislation. That's why it's so important when Chairman Rangel comes to this district, because he sees first-hand what can happen when public officials work close together; when people in the housing projects don't feel that the police are their enemies but their friends; when tasks forces openly laud the efforts of the police department and the Mayor's office and the City Counsel are working hand in hand. I mean, it's a great family. Charlie has been in many cities, he's never seen this kind of working together. It's so important to work with such limited resources that you've people worked with to do the job you're doing.

Hopefully, now that we've got some money and, hopefully, now that Charlie brought the committee here and with his recommendations some of the organizations that have testified here will be the beneficiaries of some of the largesse.

So, Charlie, I want to thank you on behalf of the citizens of not only Boston, but the Commonwealth of Massachusetts and the entire United States for the work you're doing.

Chairman Rangel. Thanks, Joe. Let me thank this panel. Joe, I think you have some people left who want to——

Mr. Moakley. Yes. Thank you very much. This is the end of the formal hearing, but Chairman Rangel has been very gracious; there are people in the audience that have made their contribution in the way of fighting drugs and he said that he would allow them to speak for two minutes. So at this time, I would like to bring forward to the table City Councillor Bruce Bolling and also City Councillor Rosario Solerno. Your statements will be part of the permanent record.

I know each of you has talked to me personally about the situation here and how important it would be to have the committee here. So, actually, as part of your advice I talked to Charles about coming to Roxbury. Mr. Bolling.

STATEMENT OF BRUCE BOLLING, MEMBER, CITY COUNCIL, ROXBURY, MA

Mr. Bolling. Congressman Moakley and Congressman Rangel, welcome to my community of Roxbury. I want to thank you, Congressman Moakley, for being such an instrumental part of having this prestigious panel to be here. You, Congressman Rangel—we have worked together on national politics in the past. You have been an outstanding leader on this issue of drugs and criminal activity that it takes to support it.

It is absolutely no question, it is the No. 1 problem in America. Not the No. 1 problem in urban America, the No. 1 problem in America. How it is being played out in urban America is probably more devastating than anywhere else, and I can speak of the very community that I was born and raised in.

The scourge of drugs has had such a negative impact on the quality of life, unlike anything I have ever seen in my entire life. We have never been at this place before. This is a new phenomenon. The effects that drugs have, particularly crack cocaine, and now we're talking about ice, methamphetamine, these drugs now are being manufactured in ways that make them much more addictive, much more powerful, and the insidious thing about it is they're less expensive, even being given away to lure people in and it is happening at younger and younger ages.

The Congress has been our leader on this issue. With the leadership of Congressman Rangel and with the leadership of Congressman Moakley, the issue has been focused in a way that has forced not only the Reagan administration to address it, but more importantly, now the Bush administration to address it.

I only want to highlight several things. There has been, in my view, far too much discussion on incarceration, building new jails, adding more judges to the court system. As much as that may be needed, the issue of the demand side has not been effectively addressed as yet. It makes no difference what you do in terms of doing more and aiding and assisting police if we don't focus on the demand side. As long as there is a demand, someone is going to meet the supply, whether it's for crack cocaine, whether it's for ice or some new designer drug that may come on the market a year from now.

The real issue is education, is information, is supporting youth development initiatives, working with communities in ways that we can strengthen the resources that are already there. That has got to be the focal point.

I believe that our President is trying to do the right thing. I really believe he wants to bring an end to the scourge of drugs. But I honestly also believe that he is being misled. He is being misled that somehow dealing with this issue from primarily a public safety perspective is somehow going to nip this in the bud. We've got to give hope to people, young men and women throughout this country, if they don't feel that they have a future, if they don't feel that they can be a part of the mainstream of America, then they are going to have their hopes realized in other ways. And more often than not, it will end up in tragedy. It will end up in criminal activity.

You know, they said that Rome died from within. The fall of the Roman empire was within. It was within the fabric of the Roman citizenry. It had grown lackadaisical, it had not addressed the pervasive inner debilitation that had taken place. I believe that this is the biggest challenge to the United States today. It is not a Communist conspiracy, whether Russia will prevail upon us. Russia doesn't have to prevail upon us. What's happening is that we are falling apart from within. There's been a decline in everything of value in this country, for a host of different reasons which we don't need to get into today. The importance of what I see in what you have done is to put this issue on the front burner from a perspective of addressing the legitimate needs of empowering people. Those who are addicted should be getting treatment on demand. To get off of that addiction. The community-based organizations that have worked diligently to try to provide services to those in need are not getting the kind of support they should be getting. This issue should be addressed with anything that you may do in Congress. The funding for any additional programs should not be taken from other human service programs and channeled into drug treatment and dealing with this issue and say, "We're dealing with it, however, we're going to take $50 million out of public housing." That's already significantly underfunded; to put it in the war on drugs.

Let us fight a war in a real sense and let us do it in a way that empowers people at the community level. I want to end on this note: I have seen a complete metamorphosis within this community as it relates to its view and perspective with police. There has been an environment that has been created within the highest level of cooperation with community and with police that I have ever seen in my entire life. I don't think there's ever been a point where it's as high as it is today—not only within the greater Roxbury community, but in other neighborhoods of the city as well. But that is important. It is important to focus on that, because we have always been characterized as the eyes and the ears of the police. Yet little has been done to formulate working relationships with community and police to strengthen that bond. So much can be done with so little if there's a commitment to do it.

We have to depend on you, Congressman. We have to depend on you to be our eyes and ears and for you to push those pressure points that will get this administration to begin to recognize the need and the legitimacy to start addressing the demand side of this equation. That is what I am hopeful will come out of the deliberations that took place here today—the focus on the demand side of information, of education, and supporting the great works that the Roxbury Boys and Girls Club is doing, that the Y is doing, and a host of other agencies. I want to thank you both for being here, because this has been a significant breath of fresh air to us, and we are not taking this lightly by any stretch of the imagination.

[Statement of Mr. Bolling appears on p. 182.]

Mr. MOAKLEY. Thank you very much, Councilor. Congressman Rangel has a plane to catch, so if he has to run out, Rosario, in the middle of your testimony, it's not because he doesn't like what you're saying.

Ms. SALERNO. Sure.

Mr. MOAKLEY. But your entire statement, both your entire written statement if you have one, Bruce, and your entire oral statement will be included. I'd like now for you to address the Congress.

Ms. SALERNO. Thank you.

Mr. MOAKLEY. City Councilor Rosario Salerno, Mr. Chairman.

STATEMENT OF ROSARIO SALERNO, MEMBER, CITY COUNCIL

Ms. SALERNO. Thank you, Mr. Chairman. Thank you, Congressman Moakley and Members of Congress. I am delighted that you are here. I know that you toured our city or a couple of streets of this community recently. I know you were probably very disturbed by what you saw and what you heard. I hope today you are very heartened by what you heard as well.

I have had the privilege of working with many of the men and women who have testified before you this morning, putting together an antidrug, anticrime plan which I have sent to Congressman Moakley and most of the members of the Massachusetts delegation. I feel it's very comprehensive; I believe it addresses the issues that the councilor just spoke to.

The main portion of the plan has four points: prevention, law enforcement, criminal justice, and coordination. The main part of my plan, the part we're putting the most emphasis on, is prevention.

I wanted to be here today to talk to you because I know the kinds of moneys you deal with every day of your lives in Congress, and as a peace activist I'm very aware that I believe our priorities aren't where they need to be. I don't hold the three of you responsible to turn that completely around, but I do ask you to use your considerable influence to get our priorities straight.

You've listened to the men and women who are working in this neighborhood and throughout the city of Boston. You know what we're fighting against. I'm a city councilor working in a city where the city charter says you've got a very strong mayor and you've got a very diligent council. I've got a very wonderful plan and I can't get it going anywhere and I need you.

The prevention piece of my plan, which starts with children in kindergarten goes from grades K through 12, teaching them about self-worth, teaching them about their dignity, teaching them the difference between right and wrong. It speaks directly to what Councilor Bolling just said—it's right in my plan. We have to get rid of the demand side of this problem or we will never get rid of this problem. What we need from you, obviously, to do that is the kind of funding we need. For instance, the prevention part of my plan, which was a pilot program for 3 years, requires $2.8 million a year or $8.5 million for 3 years.

When I think of $2.8 million a year in terms of the Stealth bomber or B–1 bomber or Star Wars, I mean if you could just give me one wing of the Stealth bomber and we could do what we have to do. I'm not putting the need for us to be safe from exterior threats, but I couldn't agree more heartily with Councilor Bolling. We will not have to worry about a Communist threat. If in fact we cannot protect our children, we will not have anything to protect.

So I say the arms trade which is siphoning off our economic resources and siphoning off the best of our intelligence and the drug trade which is destroying our human resources, between them it's over unless we can really set our priorities.

I am thrilled about the President's plan; I am happy that they have included prevention even by way of a category, but I am very concerned that we're funding that program by cutting programs which, if they were as substantial as they needed to be, would perhaps prevent this part of the problem. If we had the kind of public housing, if we had a real commitment in this country to public education, if we had the kind of programs, we probably wouldn't have the same intensity of a problem that we have.

So I made a prepared statement, I didn't read it. I have here the plan that I have submitted to Representative Moakley. I would like for you to have it. I need your help. I am available to you to do whatever I need to do, whatever lobbying I need to do. We need your help. This country needs your help, and there is a lot of tremendously energized activity going on in our city, there's a lot to build on. We don't have to reinvent the wheel. If you can get us the resources, there are men and women here who can make it happen.

Thank you so much for letting me testify.

Chairman RANGEL. Well, let me thank both of you for the outstanding contribution you've made in Boston on the City Council as well as to this hearing. Earlier, we did indicate that notwithstanding the fact that we both know that these programs are going to be funded, the Congress is not prepared to move forward with a tax, knowing that will be vetoed and we don't have a two-thirds vote to override. But there will be more resources made available to these

States and through the States to the cities. I'm confident that you have the support of the Congressmen in persuading the state officials to give it the type of priority that's necessary for those prevention programs.

No matter what budget you're dealing with—the city, State or Federal Government—it is dumb to put the money into the prisons. It is just my inside feeling that it doesn't work. Witnesses have said it. As we know, unfortunately, it means that we have to turn this emotion around to build new activities.

Joe, let me thank you for this great meeting and move to adjourn.

Mr. MOAKLEY. I just want to thank my two colleagues in the government for their outstanding testimony. Of course, Mr. Bolling's family—I served with his father. Rosario and I have worked closely on other matters. So I'm very happy you could come here. We didn't feel that we were going to have any extra time; in fact, as soon as the Chairman bangs the gavel down he's off to the airport. But thank you very much. I now declare the hearing closed.

[Whereupon, at 2:35 p.m., the hearing was adjourned.]

PREPARED STATEMENTS

OPENING STATEMENT

OF

THE HONORABLE CHARLES B. RANGEL

CHAIRMAN

SELECT COMMITTEE ON NARCOTICS ABUSE AND CONTROL

HEARING

ON

THE DRUG WAR 1989:

TAKING THE OFFENSIVE IN BOSTON

ROXBURY BOYS AND GIRLS CLUB

BOSTON, MASSACHUSETTS

OCTOBER 6, 1989

GOOD MORNING.

TODAY THE SELECT COMMITTEE ON NARCOTICS ABUSE AND CONTROL WILL REVIEW THE PROBLEMS OF DRUG ABUSE AND DRUG CRIME IN THE ROXBURY AND DORCHESTER COMMUNITIES IN BOSTON.

OUR HEARING WILL ALSO AFFORD THE SELECT COMMITTEE THE OPPORTUNITY TO RECEIVE THE REACTIONS OF STATE AND LOCAL LEADERS TO THE NATIONAL DRUG CONTROL STRATEGY ANNOUNCED BY PRESIDENT BUSH ON SEPTEMBER 5TH.

I WANT TO THANK CONGRESSMAN JOE MOAKLEY FOR INVITING THE SELECT COMMITTEE TO ROXBURY. AS A LONG-TIME MEMBER OF THE HOUSE RULES COMMITTEE, AND NOW AS CHAIRMAN OF THAT PANEL, MR. MOAKLEY HAS ALWAYS BEEN MOST SUPPORTIVE OF THE SELECT COMMITTEE. HE HAS BEEN AN EFFECTIVE ADVOCATE IN THE CONGRESS FOR A STRONGER FEDERAL COMMITMENT TO SOLVING OUR NATION'S SERIOUS DRUG PROBLEMS, AND I COMMEND HIM FOR ALL THE CONTRIBUTIONS HE HAS MADE TO THE WAR ON DRUGS.

I ALSO WANT TO THANK THE ROXBURY BOYS AND GIRLS CLUB FOR MAKING AVAILABLE THESE EXCELLENT FACILITIES. WE GREATLY APPRECIATE THEIR WONDERFUL COOPERATION AND ALL THE COURTESIES THEY HAVE EXTENDED TO OUR COMMITTEE.

The Select Committee first held hearings in Boston in September 1985, also at Congressman Moakley's invitation. Those hearings revealed that Boston and New England had become a major distribution center for cocaine and other drugs and that the problems of drug abuse, drug trafficking and drug-related crime were large and growing throughout the region.

Our earlier hearings in Boston, as well as other field hearings by the Select Committee, documented the deepening drug crisis in our country and established the foundation for Congress to enact the landmark omnibus Anti-Drug Abuse Act of 1986.

We return to Boston today fully aware that drug problems in our country continue to escalate. Since our last visit, the rapid spread of crack cocaine has greatly exacerbated the shortage of drug abuse services. Increasing drug crime places new strains on the already overburdened criminal justice system, both in Boston and many other areas of our country. The increase in AIDS related to intravenous drug abuse has become a public health problem of enormous proportions. In addition, the recent challenge to democratic government in Colombia by vicious drug cartels demonstrates the international dimensions of the drug crisis. We can no longer doubt the threat that powerful drug traffickers pose to the national security of countries in our hemisphere.

BUT THE SITUATION TODAY IS DIFFERENT FOR ANOTHER REASON AS WELL. PURSUANT TO THE ANTI-DRUG ABUSE ACT OF 1988, PRESIDENT BUSH HAS PRESENTED THE NATION WITH A COMPREHENSIVE ANTI-DRUG STRATEGY. THIS MARKS THE FIRST TIME THAT WE HAVE HAD SUCH A PLAN. I COMMEND THE PRESIDENT AND HIS ADMINISTRATION FOR DEVELOPING IT.

IN A SIGNIFICANT DEPARTURE FROM THE REAGAN ADMINISTRATION'S POLICIES, THE BUSH ADMINISTRATION'S STRATEGY RECOGNIZES THAT DRUGS ARE A NATIONAL PROBLEM. THE STRATEGY ACKNOWLEDGES THAT THE FEDERAL GOVERNMENT HAS A STRONG RESPONSIBILITY TO ASSIST OUR PARTNERS AT THE STATE AND LOCAL LEVEL IN COMBATTING DRUG TRAFFICKING AND ABUSE.

OUR COMMITTEE FOR YEARS HAS URGED THE FEDERAL GOVERNMENT TO ASSUME A BROADER ROLE IN HELPING STATES AND LOCALITIES FIGHT DRUGS. I AM PLEASED THE BUSH ADMINISTRATION HAS ACCEPTED THAT RESPONSIBILITY. NOW, FOR THE FIRST TIME, ASSISTANCE TO STATE AND LOCAL LAW ENFORCEMENT IS ON THE NATIONAL AGENDA. TREATMENT AND PREVENTION IN OUR SCHOOLS AND COMMUNITIES IS A NATIONAL ISSUE.

THE RECENT EVENTS IN COLOMBIA HAVE EVEN PUSHED DRUGS TO THE TOP OF OUR FOREIGN POLICY AGENDA.

At the same time, I do have some concerns about the President's drug strategy. I do not believe the Administration has proposed a realistic plan to fund its anti-drug recommendations. Taking money out of some Federal programs that provide assistance to states and localities to pay for increased anti-drug assistance to state and local governments is not, in my view, an adequate response to the problem. And, like many others, I believe there is still much more that the Federal Government can do.

Nonetheless, the President's strategy is a good start. If the Administration is willing to work with the Congress, I am certain that we can agree on a way to fund the President's plan. By continuing to work together, we can also improve and expand our nation's anti-drug efforts.

The Senate has begun to act on the President's plan. Within the next few weeks, the House will take up the challenge of fashioning an anti-drug program that meets the needs of our constituents and the nation.

Today, state and local leaders will tell us what they are doing to take the offensive against drugs in Boston. They also will respond to the President's strategy. Focusing on Roxbury and Dorchester, we want to know whether the strategy is responsive to the needs of communities in

MASSACHUSETTS. WE WANT TO KNOW IF THE STRATEGY STRIKES THE PROPER BALANCE BETWEEN TREATMENT, REHABILITATION, PREVENTION AND EDUCATION PROGRAMS ON THE ONE HAND AND LAW ENFORCEMENT EFFORTS ON THE OTHER. WE WANT TO FIND OUT WHAT PARTS OF THE STRATEGY ARE MOST HELPFUL AND WHERE THE STRATEGY NEEDS IMPROVEMENT. MOST OF ALL, WE WANT TO FIND OUT, FROM OUR TROOPS IN THE TRENCHES WHO HAVE TO DEAL WITH THE DRUG PROBLEM ON A DAY-TO-DAY BASIS, WHAT MORE CONGRESS NEEDS TO DO TO ELIMINATE THE SCOURGE OF DRUGS FROM OUR NEIGHBORHOODS AND COMMUNITIES.

WE LOOK FORWARD TO THE TESTIMONY OF OUR WITNESSES THIS MORNING. AT THIS TIME, I YIELD TO ANY OTHER MEMBERS WHO WISH TO MAKE OPENING STATEMENTS.

JOSEPH E. BRENNAN
1ST DISTRICT, MAINE

COMMITTEES
ARMED SERVICES
MERCHANT MARINE AND FISHERIES
SELECT COMMITTEE ON
NARCOTICS ABUSE AND CONTROL
MAJORITY WHIP AT-LARGE

Congress of the United States
House of Representatives
Washington, DC 20515

OFFICES
WASHINGTON
1428 LONGWORTH BUILDING
WASHINGTON, DC 20515
202-225-6116

PORTLAND
177 COMMERCIAL STREET
PORTLAND, ME 04101
207-780-3382
207-772-8240

AUGUSTA
128 STATE STREET
AUGUSTA, ME 04330
207-623-2883

TOLL FREE NUMBER
1-800-445-4092

STATEMENT OF CONGRESSMAN JOSEPH E. BRENNAN

FIELD HEARING - BOSTON
HOUSE SELECT COMMITTEE ON NARCOTICS ABUSE & CONTROL
OCTOBER 6, 1989

I am pleased to have had the opportunity to tour Roxbury last evening and to be here today. The drug problem that has infiltrated New England and this nation presents a serious and urgent challenge, and will require us to rise above our best efforts in the past.

While I commend President Bush for using the moral authority of the Presidency to ask all Americans to help in this effort, I do not think he is ready to do enough. The Administration's goals are too modest -- they are setting their sights too low. President Bush's drug strategy states that he plans to reduce drug use by 10 percent in two years.

What kind of a message does that send to the mother trying to raise children in the inner city when we talk about a 10 percent reduction in two years? That might be interpreted to mean that instead of 10 drug dealers on the street corner, two years from now there would only be 9. Is that giving that mother or father the hope that this nation ought to be giving? I say we should do better than that, a lot better.

Going from 10 to 9 drug dealers on a street corner two years from now is simply not good enough. This timid plan, this very modest goal, is not acceptable to me, nor should it be acceptable to anyone here. I can say with absolute certainty that the residents of the fancier suburbs of this nation would not settle for such a modest reduction when the quality of their lives hangs in the balance.

In a lower-income section of Washington earlier this year, a young mother sitting on her front porch with her husband was killed by a stray bullet from drug-related gun fire down the street. She left behind a young son. While we cannot explain to this little boy why his mother is gone, we can strive to see that it does not happen to another boy or girl.

Clearly, we are losing our communities and our children and our lives to drugs. We must fight this battle with every resource available. And we cannot be satisfied with just ridding our own neighborhood of drugs. We must fight until drugs are out of every neighborhood in our cities. And we must work together.

I look forward to hearing the testimony of those gathered here today in regard to how we can achieve a greater goal and a greater good in Roxbury, in Boston and across the nation.

-30-

Statement by Congressman Joe Moakley
before
House Select Committee on Narcotics Abuse and Control
9:30am, Friday, October 6
Roxbury Boys and Girls Club

I would like to begin by explaining why we are here today and what we hope to accomplish. I asked my good friend and colleague, Charlie Rangel, the Chairman of the House Select Committee on Narcotics Abuse and Control, to hold field hearings here in Roxbury to hear firsthand what so many in this community have told me -- that the drug problem has reached crisis proportions.

And I want to thank Chairman Rangel and the members of this committee, as well as the staff, for agreeing to my request.

The President has recently proposed his plan to fight the war on drugs. It covers a variety of areas including that of interdiction, rehabilitation and counseling for users, education and stiffer penalties for users and dealers. I believe we all can agree that the areas the President has focused on play pivotal roles in combatting this horrible drug scourge. Where we disagree, however, are in the areas of what has been left out, the concentration of resources and concentration of efforts. And that's where the witnesses here today can help us as we in Congress begin to debate and craft future drug bills.

The people who will testify today are on the front lines in the war on drugs. They fight the war every day -- and their experience and advice, I believe, will prove invaluable to this committee.

And, let me take a moment to commend the many people in this community who have, without outside assistance, created programs and activities to help fight drugs in these neighborhoods. Against overwhelming odds, these committed and caring individuals have been able to mobilize others to take back the streets and communities from the drug peddlers. Mr. Chairman, this community needs more help.

Mr. Chairman, out on the very streets that we all traveled to get to this hearing today -- crack cocaine, heroin, barbituates and a virtual candy-store assortment of uppers, downers and addicters are traded on a daily basis -- openly,criminally and without shame.

The byproducts of this drug culture are weekly funerals for our youth, unsafe streets, terrified citizens afraid to leave their homes and economic disaster for these neighborhoods.

I urge this committee to ask the tough questions and I urge the witnesses to be blunt and honest in their responses.

I would like to know, for example, what current programs work and which ones do not?

Is there a need for new programs?

What role, if any, have cuts in existing programs hampered the drug war effort?

Mr. Chairman, the drug problem did not occur in a vacuum. In the last nine years, federal funding for our youth and inner cities has been cut drastically. Only recently, the first raise in the minimum wage in seven years was vetoed -- over a difference of a mere 30 cents. Yet, last week, a tax cut was approved that will mostly benefit individuals earning $200,000 or more a year.

We routinely approve multi-million dollar appropriations for MX missiles, star wars technology and B-2 bombers which look like batmobiles --- technologies that we pray we will never use. But we scoff at minimal increases in such programs as job training, child nutrition programs and day care. I have been told that here in Roxbury, a federal demonstration public housing day care center, started less than 6 months ago, already has a waiting list of over 100 families. How can we expect a parent to seek meaningful employment without assurances that their child will be properly cared for?

Is it any wonder that a youth might choose to make $500 a day selling drugs rather than earn a minimum wage that is below the poverty level?

We need a comprehensive solution to the war on drugs -- a more far reaching approach than what President Bush has suggested.

Bogota, Columbia is not our only problem. Hopelessness amongst our youth, lack of job opportunities, mediocre schools, lack of day care facilities are also problems that need to be addressed.

It isn't enough for the President to wave a bag of crack cocaine before our nation's television viewers and declare a war on drugs. We need the necessary money, resources and national resolve if we are to win.

Every public opinion poll shows that the American people view drugs as the greatest threat to our society and security. Does it make sense to spend $285 billion on the military budget -- but proposes only $7.8 billion for the number one threat against our nation? Shouldn't our response be based on what the enemy is doing?

How much are the drug lords spending? I'm not sure -- but I'm certain that it is a helluva lot more than we are spending in fighting them. Last week in Los Angles, over $20 billion dollars in cocaine was confiscated -- and that's just the tip of the iceberg.

It's a sad state of affairs when the drug lords can spend whatever is necessary to stay in business -- but our top officials are telling us that we simply cannot afford to respond in kind.

"We're broke," the President tells us. "We can't afford to spend more to fight the war on drugs," we're told. Yet when $600 million is needed for star wars, the President finds the money. When the President wants $166 billion to bail out the savings and loan industry, "poof", the money appears.

I praise President Bush for making this a priority. But, the Administration is being cheap -- when our nation cannot afford to be. His current plan is insufficient. There is not enough emphasis on prevention and counseling. And, quite frankly, the scope of the plan is too narrow.

This is a war. And we must fight it like we have fought previous wars -- to win.

Today we have come to the frontlines of the war to decide a strategy for victory.

Mr. Chairman, I look forward to today's testimony -- and I , once again want to thank you and the committee for agreeing to this hearing.

TESTIMONY OF

MICHAEL S. DUKAKIS, GOVERNOR OF MASSACHUSETTS

BEFORE THE

U.S. HOUSE SELECT COMMITTEE ON NARCOTICS ABUSE AND CONTROL

OCTOBER 6, 1989
BOSTON, MASSACHUSETTS

MR. CHAIRMAN, MEMBERS OF THE COMMITTEE. I AM PLEASED THAT YOU HAVE ACCEPTED CONGRESSMAN MOAKLEY'S INVITATION TO JOIN US ONCE AGAIN IN MASSACHUSETTS. FOUR YEARS AGO I SAT BEFORE YOU TO SHARE THE PROGRESS AND PROBLEMS WE FACE HERE IN MASSACHUSETTS IN FIGHTING THE DRUG PROBLEM. I AM PLEASED TO REPORT THAT SINCE THEN WE HAVE MADE SOME GREAT STRIDES -- BUT I AM EQUALLY CONCERNED THAT WE HAVE SO MUCH MORE TO DO.

LAST MONTH, THE PRESIDENT ANNOUNCED HIS PLANS FOR A NEW ANTI-DRUG EFFORT FOR THE COUNTRY. MANY OF HIS IDEAS, LIKE TOUGH SCHOOL DISCIPLINE CODES, K-12 CURRICULUM, STREET LEVEL ENFORCEMENT AND EXPANDED TREATMENT I STRONGLY ENDORSE. THEY'VE BEEN PART AND PARCEL OF THE GOVERNOR'S ALLIANCE AGAINST DRUGS SINCE WE BEGAN THE ALLIANCE IN DECEMBER OF 1984.

AND, LIKE THE PRESIDENT WE KNOW THAT THE WAR AGAINST DRUGS CANNOT BE WON OVERNIGHT. IT TAKES A SOLID, TENACIOUS AND LONG TERM COMMITMENT IF WE WANT TO MAKE THE KIND OF PROGRESS WE ALL TALK ABOUT.

AND YOU AND I KNOW THAT IT WAS CONGRESS THAT TOOK THE LEAD BACK IN 1986 BY PASSING THE NATIONAL OMNIBUS DRUG ACT. AND AGAIN IN 1988 CONGRESS ACTED WITH RESOURCES AND A PLAN TO HELP. I WANT TO THANK YOU FOR FIGHTING HARD ONCE AGAIN TO INCREASE THE COMMITMENT TO SCHOOL BASED DRUG AND ALCOHOL EDUCATION AND TREATMENT AND FOR RECOGNIZING THAT LAW ENFORCEMENT ALONE WILL NOT EVER WIN THIS WAR.

BUT OF ONE THING I'M SURE. THE FOUNDATION WE HAVE BUILT HERE IN MASSACHUSETTS OVER THE PAST FOUR AND A HALF YEARS WILL HELP US TO REACH OUR GOAL OF DRUG-FREE SCHOOLS IN 1990 AND TAKE US A LONG WAY TOWARDS THE GOAL OF DRUG FREE NEIGHBORHOODS.

WHEN YOU WERE HERE FOUR YEARS AGO WE WERE BARELY OFF THE GROUND GETTING ALCOHOL AND DRUG EDUCATION INTO THE SCHOOL CURRICULUM. TODAY EIGHTY PERCENT OF OUR CHILDREN ARE GETTING DRUG AND ALCOHOL EDUCATION, BEGINNING IN THE EARLY ELEMENTARY GRADES.

FOUR YEARS AGO, DRUG AND ALCOHOL PEER LEADERSHIP PROGRAMS WERE JUST BEGINNING IN MASSACHUSETTS HIGH SCHOOLS. TODAY WE HAVE OVER 4000 YOUNG PEOPLE IN OVER 200 HIGH SCHOOLS HELPING YOUNGER STUDENTS UNDERSTAND THE DANGERS OF ALCOHOL AND OTHER DRUGS.

FOUR YEARS AGO OUR SCHOOLS WERE RELUCTANT TO TALK TO THEIR LOCAL POLICE -- AND TODAY OVER 60% OF OUR COMMUNITIES HAVE WRITTEN SCHOOL/POLICE PACTS OUTLINING THE PROCEDURES EACH WILL USE WHEN DRUGS OR ALCOHOL ARE FOUND IN SCHOOLS.

WE HAVE COMMITTED SIX TIMES MORE PEOPLE TO PRISON FOR DRUG RELATED OFFENSES THAN TEN YEARS AGO AND WE HAVE EXPANDED OUR PRISON CAPACITY BY 3000 BEDS WITH ANOTHER 3000 UNDERWAY.

AND WE HAVE MORE THAN DOUBLED OUR STATE COMMITMENT TO TREATMENT RESOURCES.

DESPITE THE RISING VIOLENCE THAT DRUGS ARE CAUSING IN OUR COMMUNITIES, MASSACHUSETTS HAS ONE OF THE LOWEST HOMICIDE RATES OF ANY INDUSTRIALIZED STATE IN THE NATION.

I WOULD LIKE TO ADD, HOWEVER, THAT WE CANNOT SIT BY AND ALLOW OUR POLICE TO BE OUT GUNNED BY DRUG DEALERS WHO HAVE AN ARSENAL OF HIGH POWERED SEMI-AUTOMATIC WEAPONS. UNLESS WE GET SERIOUS ABOUT BANNING THESE WEAPONS OF DEATH, WE RUN THE RISK THAT OUR CITIES WILL BE RULED BY GUN TOTING COLOMBIAN STYLE HIT SQUADS. AND RIGHT HERE IN THIS CITY WE ARE SEEING CHILDREN GUNNED DOWN BY OTHER YOUNG PEOPLE WHO FIND GUNS ALL TO EASY TO GET.

BUT ENTIRE COMMUNITIES HAVE MOBILIZED BEHIND POLICE OFFICERS, EDUCATORS AND PARENTS AND HEALTH CARE PROVIDERS AND STUDENTS AND BUSINESSES AND COMMUNITY LEADERS TO PROVIDE SUPPORT AND CARE FOR OUR YOUNG PEOPLE.

YOU WILL BE HEARING SOON FROM MAYOR FLYNN OF BOSTON WHO HAS BEEN INSTRUMENTAL IN BRINGING TOGETHER THE U.S. ATTORNEYS OFFICE, DEA, OUR TWO EXCELLENT SENATORS AND MANY TALENTED CONGRESSMEN IN JOINING FORCES WITH ATTORNEY GENERAL JIM SHANNON, MYSELF AND MANY STATE AND LOCAL OFFICIALS. WE ARE MOBILIZED - WE ARE WORKING TOGETHER.

AND OUR COMMITMENT IN MASSACHUSETTS TO UNIVERSAL HEALTH CARE HAS ALREADY PROVIDED HEALTH INSURANCE FOR THOUSANDS OF PEOPLE WHO DIDN'T HAVE A DIME OF HEALTH INSURANCE A YEAR AGO -- INSURANCE THAT WILL PROVIDE DRUG AND ALCOHOL TREATMENT AS WELL. IN FACT, OUR SINGLE MOST IMPORTANT GUARANTEE OF TREATMENT ON DEMAND WILL BE THE SPEEDY IMPLEMENTATION OF THE NEW HEALTH CARE LAW IN THIS STATE. I ALSO ENCOURAGE YOU TO SUPPORT THE FEDERAL VERSION OF UNIVERSAL HEALTH CARE.

SO FAR, THE RESULTS OF THE ALLIANCE'S WORK ARE VERY ENCOURAGING. DRUG USE IN MASSACHUSETTS BY HIGH SCHOOL SENIORS HAS DROPPED TWICE AS FAST AS IT HAS IN THE REST OF THE NATION. COCAINE USE HAS DROPPED FIVE TIMES AS FAST.

THIS SUMMER, THE GOVERNOR'S URBAN TEEN SERVICECORPS EMPLOYED INNER CITY TEENAGERS AS PEER LEADERS TO PROVIDE RECREATIONAL AND EDUCATION PROGRAMS FOR YOUNG PEOPLE IN PUBLIC HOUSING DEVELOPMENTS.

AND THEIR WORK PAID OFF. WE'VE JUST COMPLETED ONE OF THE BEST -- AND ONE OF THE QUIETEST -- SUMMERS IN A LONG TIME -- NOT JUST IN BOSTON BUT ALL OVER THE COMMONWEALTH. COMBINED FEDERAL, STATE AND LOCAL LAW ENFORCEMENT AND OUR CONTINUING EFFORT TO PROVIDE EARLY EDUCATION AND PREVENTION HAVE MADE A DIFFERENCE -- A REAL DIFFERENCE -- IN THE LIVES OF THOUSANDS OF YOUNG PEOPLE.

HAVE WE WON THE BATTLE? ABSOLUTELY NOT. WE STILL HAVE A LONG WAY TO GO. BUT, AS WE APPROACH 1990, WE CAN ALREADY SEE THE RESULTS OF OUR EFFORTS IN VIRTUALLY EVERY SCHOOL SYSTEM IN THE COMMONWEALTH.

AND WE HAVE THREE NEW WEAPONS TO HELP US CRACK DOWN ON DRUG DEALERS WHO ARE POISONING OUR YOUNG PEOPLE AND DESTROYING THEIR LIVES AND THEIR FUTURES. THESE THREE NEW LAWS WHICH I SIGNED THIS SUMMER, GIVE US A REAL TRIPLE PLAY AGAINST DRUGS BY TAKING DRUG DEALERS AND DRUG USERS RIGHT OUT OF THE GAME.

WE'RE BEGINNING BY DRAWING THE LINE ON DRUG DEALERS WHO PEDDLE THEIR STUFF AROUND SCHOOLS. ANYONE CONVICTED OF DEALING DRUGS WITHIN 1000 FEET OF ANY SCHOOL PROPERTY IN THE COMMONWEALTH -- PUBLIC, PAROCHIAL OR PRIVATE -- WILL RECEIVE A TWO YEAR MINIMUM MANDATORY JAIL SENTENCE.

ANY YOUNG PERSON OR ADULT WHO IS CONVICTED OF ANY DRUG OFFENSE -- INCLUDING POSSESSION -- WILL LOSE HIS OR HER DRIVER'S LICENSE FOR UP TO FIVE YEARS -- OVER AND ABOVE THE ALREADY TOUGH MINIMUM MANDATORY JAIL SENTENCES THAT DRUG TRAFFICKING CONVICTIONS CARRY IN MASSACHUSETTS.

AND IN RESPONSE TO THE RISING PROBLEM OF ALCOHOL USE BY MINORS, ANY YOUNG PERSON WHO USES A FAKE I.D. TO OBTAIN ALCOHOL OR WHO GIVES FALSE INFORMATION TO THE REGISTRY TO GET A LIQUOR I.D. OR DUPLICATE LICENSE WILL LOSE HIS OR HER OWN DRIVER'S LICENSE FOR SIX MONTHS TO A YEAR.

SECRETARY OF PUBLIC SAFETY CHARLES BARRY AND I HAVE BEEN ON THE ROAD THIS SUMMER BRIEFING LOCAL OFFICIALS AND COMMUNITY LEADERS ON THE NEW LAWS. I CAN TELL YOU THAT THEY ARE SERIOUS -- AND THEY ARE DETERMINED TO MAKE THE NEW LAWS WORK. AND THEY WILL HAVE THE BENEFIT OF LITERALLY ALL OF THE FEDERAL LAW ENFORCEMENT MONEY WE HAVE BEEN GRANTED. I HAVE VISITED OVER 100 SCHOOLS IN AN ATTEMPT TO REACH YOUNG PEOPLE PERSONALLY

YOUNG PEOPLE MUST KNOW THAT THERE ARE VERY REAL AND SERIOUS CONSEQUENCES TO PAY IF THEY GET INVOLVED WITH DRUGS AND ALCOHOL. EARLY EDUCATION IS THE BEST WAY. THAT IS WHY I HAVE ALSO CALLED UPON THE LEADERS IN THIS NATION TO REQUIRE COMPREHENSIVE DRUG AND ALCOHOL EDUCATION PROGRAMS IN EVERY GRADE IN EVERY SCHOOL IN THIS COUNTRY. WE MUST BUILD A BETTER FOUNDATION FOR ALL OUR CHILDREN SO THEY CAN LEARN WHY DRUG AND ALCOHOL USE IS SO HARMFUL TO THEM.

I KNOW I SPEAK FOR ALL OF US WHEN I SAY THAT WE ARE BOUND AND DETERMINED TO MAKE MASSACHUSETTS A MODEL; TO WORK WITH THE CONGRESS AND THE PRESIDENT; AND TO REMIND THEM BOTH THAT RESOURCES -- NOT RHETORIC -- ARE WHAT WE NEED.

CITY OF BOSTON · MASSACHUSETTS

OFFICE OF THE MAYOR
RAYMOND L. FLYNN

TESTIMONY OF MAYOR RAYMOND L. FLYNN
HOUSE SELECT COMMITTEE ON NARCOTICS ABUSE AND CONTROL
OCTOBER 6, 1989

CHAIRMAN RANGEL, CONGRESSMAN MOAKLEY, MEMBERS OF THE SELECT COMMITTEE ON NARCOTICS, WELCOME TO BOSTON. FIRST OF ALL, I WANT TO THANK CONGRESSMAN MOAKLEY FOR BRINGING THIS COMMITTEE TO THE FRONT LINES OF THE WAR ON DRUGS -- TO HEAR FIRST-HAND FROM THE REAL HEROES OF THE WAR -- THE RESIDENTS OF OUR NEIGHBORHOODS AND OUR LOCAL LAW ENFORCEMENT OFFICERS -- WHO ARE WORKING TOGETHER AND FIGHTING SIDE BY SIDE EVERY DAY AGAINST THE PLAGUE OF DRUGS AND THE VIOLENCE ASSOCIATED WITH IT.

LET ME SAY AT THE OUTSET THAT -- ALTHOUGH THIS HEARING IS FOCUSING ON ROXBURY -- THE PROBLEM OF DRUGS AND VIOLENCE IS NOT JUST AN INNER CITY PROBLEM -- OR A PROBLEM OF THE MINORITY COMMUNITY. AND -- WHILE BOSTON AND OTHER CITIES ACROSS THE COUNTRY ARE ON THE FRONT LINES OF THE DRUG WAR -- DRUGS ARE NOT JUST A CITY PROBLEM. DRUGS ARE A STATE AND NATIONAL PROBLEM WHICH CROSS ALL ETHNIC AND ECONOMIC BARRIERS.

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BECAUSE DRUGS AND VIOLENCE ARE TRULY NATIONAL PROBLEMS, WE ARE LOOKING FOR NATIONAL LEADERSHIP TO HELP RESOLVE IT. I APPLAUD PRESIDENT BUSH FOR PUTTING THE ISSUE OF DRUGS AT THE TOP OF OUR NATIONAL AGENDA. AND I APPLAUD DRUG CONTROL DIRECTOR BENNETT FOR PUTTING THE NATIONAL DRUG STRATEGY ON THE TABLE FOR DEBATE. BUT AGENDAS AND DEBATES ARE ONLY WORDS -- UNTIL THEY ARE BACKED UP BY ACTION. AND IT WILL TAKE A REAL COMMITMENT BY THE FEDERAL GOVERNMENT -- AND A COMMITMENT OF REAL DOLLARS -- TO TRANSFORM THOSE WORDS INTO ACTION.

RIGHT NOW, THOSE OF US ON THE FRONT LINES ARE LOOKING TO YOU AND YOUR COLLEAGUES IN CONGRESS TO MAKE SURE THAT REAL COMMITMENT TRANSFORMS ITSELF INTO A REAL WAR ON DRUGS.

IT WAS CONGRESS THAT DEMANDED A NATIONAL STRATEGY TO FIGHT DRUGS IN THE FIRST PLACE. IT WAS CONGRESS THAT POINTED OUT THE SHORTCOMINGS OF THE ORIGINAL BUSH-BENNETT PLAN. AND NOW WE ARE LOOKING TO CONGRESS TO MAKE SURE THAT THE FINAL VERSION OF THE NATIONAL DRUG STRATEGY CONTAINS THE RESOURCES NECESSARY TO FIGHT A REAL WAR -- AND THAT THE ADMINISTRATION IN WASHINGTON IS HELD ACCOUNTABLE FOR WAGING THAT WAR.

THOSE OF US IN AMERICA'S CITIES KNOW THAT A TRUE FEDERAL COMMITMENT TO AN EFFECTIVE ANTI-DRUG STRATEGY MUST INCLUDE THE FOLLOWING INGREDIENTS:

* MANDATORY DRUG EDUCATION FOR ALL STUDENTS IN ALL OF OUR SCHOOLS FROM GRADES K THROUGH 12.

* SENTENCES TO FEDERAL PRISONS FOR ALL CONVICTED DRUG FELONS -- AND DRUG TREATMENT FOR THOSE CONVICTED OF DRUG OFFENSES.

* ADEQUATE FEDERAL SUPPORT SO THAT STATE AND LOCAL AUTHORITIES CAN PROVIDE TREATMENT ON DEMAND.

* NO CUTS IN DOMESTIC PROGRAMS THAT FIGHT DRUG ABUSE BY PROVIDING HOPE AND OPPORTUNITY.

* DIRECT FUNDING TO LOCAL GOVERNMENTS -- PARTICULARLY TO URBAN AREAS OF GREATEST NEED.

* FULL FUNDING OF ALL OF THE PROGRAMS PROMISED UNDER THE NATIONAL DRUG PLAN.

WITHOUT THESE INGREDIENTS, WE ARE NOT WAGING A WAR ON DRUGS -- BUT A WAR OF WORDS, A NARCOTIC OF SLOGANS AND PHRASES DESIGNED TO LULL THE AMERICAN PEOPLE INTO BELIEVING THAT SOMETHING IS BEING DONE TO MAKE THE PROBLEM OF DRUGS GO AWAY.

RIGHT NOW, DRUGS ARE EVERYWHERE IN AMERICA. THEY PERVADE OUR SOCIETY. BUT THE PAIN AND THE SUFFERING CAUSED BY DRUGS ARE FELT MOST INTENSELY ON THE STREETS AND IN THE NEIGHBORHOODS OF OUR INNER CITIES.

WE KNOW THAT THE MAJORITY OF THE PEOPLE IN OUR INNER CITIES ARE GOOD, HARD-WORKING PEOPLE. THEY DO NOT USE DRUGS. AND THEY ARE COMMITTED TO THEIR FAMILIES AND THEIR NEIGHBORHOODS. BUT IN NEIGHBORHOOD AFTER NEIGHBORHOOD -- IN CITY AFTER CITY -- THESE PEOPLE ARE BEING OVERWHELMED, WORN DOWN, AND PUSHED INDOORS BY THE FEAR AND VIOLENCE OF THE DRUG EPIDEMIC. THEY ARE LOSING THEIR CHILDREN TO THE FALSE PROMISE OF ECONOMIC GAIN IN THE DRUG TRADE. IN PERHAPS THE GREATEST TRAGEDY, NEWBORN BABIES ARE BEING BROUGHT INTO THE WORLD ADDICTED TO DRUGS -- SUFFERING FOR THE REST OF THEIR LIVES BECAUSE OF CHOICES MADE BY OTHERS.

IN BOSTON, WE HAVE MADE A MAJOR COMMITMENT OF RESOURCES TO ATTACK THE DRUG PROBLEM FROM ALL SIDES. WE HAVE MADE THE TOUGH CHOICES NECESSARY. AND WE HAVE ESTABLISHED THE FOLLOWING PROGRAMS AND SERVICES:

* WE SEND POLICE INTO CLASSROOMS IN BOTH PUBLIC AND PAROCHIAL SCHOOLS TO TEACH OUR CHILDREN ABOUT THE HAZARDS OF DRUGS THROUGH THE S.P.E.C.D.A. AND D.A.R.E PROGRAMS.

* WE HAVE ESTABLISHED THE VERY SUCCESSFUL BOSTON AGAINST DRUGS PROGRAM -- WHICH BRINGS TOGETHER YOUNG PEOPLE, RESIDENTS OF OUR NEIGHBORHOODS AND THE BUSINESS COMMUNITY TO PROVIDE POSITIVE ALTERNATIVES TO DRUG ABUSE AND THE OCCASIONS OF VIOLENCE.

* WE ESTABLISHED THE BOSTON YOUTH CAMPAIGN, WHICH THIS SUMMER PROVIDED OVER 7,000 JOBS TO YOUNG PEOPLE AND ATTRACTED OVER 5,000 VOLUNTEERS TO SHOW OUR YOUNG PEOPLE THAT WE CARE ABOUT THEM -- AND TO PROVIDE ALTERNATIVES TO DRUG INVOLVEMENT.

* RECENTLY, WE SIGNED AN AGREEMENT WITH THE COMMONWEALTH OF MASSACHUSETTS TO GIVE MORE JOB AND JOB TRAINING OPPORTUNITIES TO YOUNG PEOPLE RELATED TO THE MAJOR PUBLIC CONSTRUCTION PROJECTS THAT ARE ABOUT TO BEGIN IN THE CITY OF BOSTON.

* WE RECENTLY CONVERTED A CRACK HOUSE INTO AFFORDABLE FAMILY HOUSING, GIVING BACK THE STREETS TO THOSE LIVING IN THE COMMUNITY.

* WE ARE BEGINNING CONSTRUCTION OF A NEW 823 BED HOUSE OF CORRECTION AND COMPLETING CONSTRUCTION OF A NEW JAIL WITH OVER 400 BEDS.

* WE ARE WELL ON OUR WAY TO A SUCCESSFUL COMMUNITY-BASED LOBBYING EFFORT TO PASS LEGISLATION BANNING ASSAULT WEAPONS IN BOSTON.

* OVER THE LAST YEAR, WE HAVE CREATED AN EARLY INTERVENTION PROGRAM TO HELP YOUNG PEOPLE INVOLVED WITH DRUG AND ALCOHOL ABUSE. WE HAVE QUADRUPLED OUR CAPACITY TO TREAT HEROIN ADDICTS. WITH LOCAL NON-PROFIT AGENCIES -- WE HAVE CREATED A RESIDENTIAL TREATMENT PROGRAM FOR PREGNANT DRUG ADDICTS AT BOSTON CITY HOSPITAL.

* UNDER THE LEADERSHIP OF POLICE COMMISSIONER MICKEY ROACHE -- AND WITH THE HARD WORK OF A DEDICATED POLICE FORCE -- NEARLY 7,500 DRUG ARRESTS WERE MADE IN THE CITY OF BOSTON LAST YEAR -- AN INCREASE OF 112% FROM 1984. AND THIS YEAR, DRUG ARRESTS ARE ALREADY UP ANOTHER 27%.

* THIS SUMMER, WE CONVENED A CRIMINAL JUSTICE SUMMIT TO ENSURE THAT LOCAL, STATE AND FEDERAL GOVERNMENT AND LAW ENFORCEMENT OFFICIALS WERE WORKING TOGETHER AS CLOSELY AND AS EFFECTIVELY AS POSSIBLE. THE RESULTS -- IN TERMS OF OUR GANG TASK FORCE INDICTMENTS AND FUGITIVE APPREHENSION ARRESTS HAVE BEEN VERY GRATIFYING.

* ON SATURDAY, WE BROUGHT TOGETHER COMMUNITY PEOPLE TO LAUNCH AN EDUCATION CAMPAIGN TO STOP THE INFLUX OF THE NEW DRUGS CALLED "CRANK" AND "ICE" INTO BOSTON. A FEW YEARS AGO, WE MOUNTED A SIMILAR CAMPAIGN AGAINST THE DRUG CALLED "CRACK." AND, WHILE WE COULD NOT ENTIRELY STOP THAT DRUG FROM ENTERING THE CITY, WE HAVE SO FAR BEEN ABLE TO KEEP IT FROM REACHING THE LEVELS IT HAS IN OTHER CITIES.

* EARLIER THIS WEEK I JOINED WITH U.S. ATTORNEY WAYNE BUDD IN ACCEPTING A $1.3 MILLION GANG DETERRENT GRANT FOR TWO CITY OF BOSTON DEPARTMENTS AND TWO NON-PROFIT AGENCIES FROM THE U.S. DEPARTMENT OF HEALTH AND HUMAN SERVICES. TODAY I WOULD LIKE TO I APPLAUD SECRETARY LOUIS SULLIVAN -- FOR WHAT WE CAN ONLY HOPE IS A NEW COMMITMENT TO A REAL PARTNERSHIP WITH THE NATION'S INNER CITIES.

* ALL TOLD -- THOUGH OUR RESOURCES ARE LIMITED -- WE SPENT OVER $11 MILLION LAST YEAR FIGHTING DRUG ABUSE ON ALL FRONTS OF THE DRUG WAR.

I AM RECITING THIS LIST -- NOT JUST TO SHOW WHAT THE CITY OF BOSTON IS DOING TO COMBAT DRUGS AND VIOLENCE -- BUT TO ILLUSTRATE TO YOU THAT CITIES LIKE BOSTON ARE STRETCHING THEIR BUDGETS TO THE LIMIT AND COMMITTING ALL THE RESOURCES THEY CAN TO ATTACK THE DRUG PROBLEM.

IT IS AGAINST THIS BACKDROP THAT YOU MUST MAKE DECISIONS AND SET PRIORITIES FOR THE NATIONAL DRUG STRATEGY. YOU MUST MUST REALIZE THAT THE COSTS FAR EXCEED ANY ONE CITY'S ABILITY TO PAY. THAT IS WHERE THE FEDERAL GOVERNMENT MUST COME IN AS A REAL PARTNER. THE PEOPLE IN OUR NEIGHBORHOODS MUST BE SUPPORTED -- NOT ABANDONED -- IN THEIR EFFORTS TO RECLAIM THEIR COMMUNITIES. THEY MUST NOT BE GIVEN FALSE PROMISES OF HELP FROM THE FEDERAL GOVERNMENT THAT NEVER ARRIVES.

CONGRESS HAS THE POWER TO DO THAT. CONGRESS HAS THE POWER TO MAKE SURE THAT A REAL DRUG STRATEGY -- BACKED UP BY REAL RESOURCES -- IS PUT INTO PLACE TO RESCUE THE AMERICAN PEOPLE FROM THE TERROR OF DRUGS AND VIOLENCE. CONGRESS HAS THE POWER TO GIVE THE AMERICAN PEOPLE A REASON TO HOPE.

I AM CONVINCED THAT THE DRUG EPIDEMIC -- AT ITS ROOTS -- IS CAUSED BY A PROFOUND SENSE OF HOPELESSNESS. THE LAST THING THAT THE AMERICAN PEOPLE NEED IS A DRUG STRATEGY THAT INCREASES -- RATHER THAN REDUCES -- THAT HOPELESSNESS.

THAT IS WHY I AM CONCERNED WHEN THE PRESIDENT PROPOSES TO FUND THE ANTI-DRUG PACKAGE BY CUTTING JUVENILE JUSTICE PROGRAMS, HOUSING PROGRAMS, AND PROGRAMS TARGETED TO OUR NATIONS MOST RECENT IMMIGRANTS. IT SEEMS TO ME THAT WE ARE SENDING THE WRONG MESSAGE. IT SEEMS TO ME THAT WE WILL CAUSE

THE SAME PEOPLE THAT ARE USING THESE VERY PROGRAMS TO ESCAPE FROM DRUGS TO LOSE THEIR LAST LITTLE BIT OF HOPE.

THAT IS WHY I AM CONCERNED WHEN I LEARN THAT THE SENATE PROPOSES TO CUT DOMESTIC PROGRAMS ACROSS THE BOARD IN THE NAME OF FUNDING THE ANTI-DRUG PROGRAM. BECAUSE IT SEEMS THAT THE SENATE DOES NOT UNDERSTAND THAT THE BACK-TO-SCHOOL PROGRAMS, THE JOB TRAINING PROGRAMS, THE HEALTH CARE PROGRAMS, THE HOUSING PROGRAMS, AND ALL OF THE FEDERALLY-FUNDED PROGRAMS ARE ALL PART OF THE ANTI-DRUG EFFORT. AND IF PEOPLE LOSE THESE PROGRAMS -- PEOPLE WILL LOSE HOPE.

THAT IS WHY I AM CONCERNED WHEN THE PRESIDENT TALKS ABOUT SUPPORTING LOCAL LAW ENFORCEMENT EFFORTS -- YET LAST YEAR THE AMOUNT OF MONEY RECEIVED BY THE CITY OF BOSTON FROM THE 1989 FEDERAL LAW ENFORCEMENT GRANT WAS A MERE $130,000. THAT DOES LITTLE MORE THAN PAY FOR THE PAPERWORK IN OUR DRUG UNIT. AND IT PALES IN COMPARISON TO THE NEARLY $1 MILLION PER MONTH THAT THE POLICE DEPARTMENT SPENDS TO FIGHT DRUGS AND GANG VIOLENCE.

I AM ALSO CONCERNED WHEN I ASK FIRST A RECOVERING ADDICT -- AND THEN A PRISON INMATE WHO HAS GONE THROUGH OUR DRUG TREATMENT PROGRAM -- WHAT THEY WOULD DO TO SOLVE THE DRUG PROBLEM -- AND THEY BOTH TELL ME "TREATMENT ON DEMAND" -- WITHOUT HESITATING FOR A MINUTE. BECAUSE THEY ARE SO CLEAR

ABOUT WHAT THE SOLUTIONS ARE -- BUT WE DO NOT ALWAYS LISTEN TO THOSE WHO HAVE BEEN THERE AND HAVE MADE IT BACK.

AND I AM CONCERNED THAT THE ADMINISTRATION'S FUNDING COMPROMISE WITH THE SENATE CALLS FOR A .43% CUT ACROSS THE BOARD CUT IN FEDERAL PROGRAMS. ALTHOUGH I UNDERSTAND THE FINAL DETAILS HAVE NOT YET BEEN WORKED OUT, I THINK IT IS IMPORTANT TO LOOK AT THOSE POTENTIAL CUTS IN A VERY REAL WAY.

IN FOUR PROGRAMS ALONE -- DEALING WITH EDUCATION, PUBLIC HOUSING, JOB TRAINING, AND COMMUNITY DEVELOPMENT BLOCK GRANTS FUNDS -- THE CITY OF BOSTON COULD LOSE $300,000. WITHOUT A COMMITMENT TO DIRECT FUNDING FROM THESE NEW ANTI-DRUG PROGRAMS THERE IS NO GUARANTEE BOSTON WON'T END UP LOSING FEDERAL DOLLARS IN THE NAME OF FIGHTING DRUGS.

WHETHER IT COSTS A CITY THREE MILLION DOLLARS -- OR THREE HUNDRED THOUSAND DOLLARS -- OR THREE THOUSAND DOLLARS -- IT SIMPLY DOES NOT MAKE SENSE TO CUT PROGRAMS WHICH OFFER REAL HOPE AND OPPORTUNITY AND DO IT IN THE NAME OF FIGHTING A REAL WAR ON DRUGS.

HERE IN BOSTON WE HAVE MADE THE TOUGH CHOICES, FOUND THE RESOURCES, ESTABLISHED PRIORITIES, AND RELIED ON THE CREATIVE ENERGY AND COMMITMENT OF THE COMMUNITY TO ADDRESS THE DRUG PROBLEM, AND WE LOOK FOR NO LESS FROM THE FEDERAL GOVERNMENT.

AGAIN, LET ME EMPHASIZE THAT THOSE OF US IN AMERICA'S CITIES ARE LOOKING TO CONGRESS TO HOLD THE ADMINISTRATION ACCOUNTABLE FOR ITS PROMISES. WE ARE ASKING CONGRESS NOT TO APPROVE A PROGRAM -- UNLESS YOU PLAN TO FUND IT. HERE -- AT THE LOCAL LEVEL -- HERE IN A PLACE LIKE THE ROXBURY BOYS AND GIRLS CLUB, THE PEOPLE ON THE FRONT LINES KNOW THE DIFFERENCE BETWEEN TALK AND ACTION -- BETWEEN PROMISES AND COMMITMENT.

AND HERE -- IN AMERICA'S CITIES -- WE BELIEVE THAT THE AMERICAN PEOPLE ARE SICK OF DRUGS AND TIRED OF TALK. WE BELIEVE THAT THEY WILL SUPPORT A WHOLE-HEARTED COMMITMENT TO SOLVE THE PROBLEM OF DRUGS. YESTERDAY, THE SENATE ADOPTED AN AMENDMENT THAT WOULD EXTEND MEDICAID BENEFITS TO PEOPLE SEEKING TREATMENT FOR DRUG ABUSE IF THEY CANNOT AFFORD TO PAY. THESE ARE THE KIND OF MEASURES CONGRESS MUST SUPPORT -- AND I BELIEVE THE AMERICAN PEOPLE WILL SUPPORT.

IN CLOSING, I WANT TO SAY THAT I SHARE CHAIRMAN RANGEL'S BELIEF THAT THE AMERICAN PEOPLE ARE WILLING TO FIND THE RESOURCES AND BEAR THE COST TO END THIS EPIDEMIC OF DRUGS THAT COVERS THE COUNTRY. THE AMERICAN PEOPLE ARE WILLING TO SUPPORT A REAL WAR ON DRUGS -- AND SUPPORT HOPE AND OPPORTUNITY AS ALTERNATIVES TO DRUG ABUSE, VIOLENCE AND DESPAIR.

I WANT TO THANK ALL OF YOU FOR YOUR DEDICATION TO THIS IMPORTANT ISSUE. I KNOW THAT -- AS THIS FUNDING PACKAGE WORKS ITS WAY THROUGH THE HOUSE OF REPRESENTATIVES DURING THE NEXT WEEK -- YOU WILL BE THE VOICES FOR THE PEOPLE HERE IN ROXBURY -- AND IN CITIES ACROSS THE COUNTRY. I KNOW THAT YOU WILL CONTINUE WORK ON BEHALF OF THOSE WHO HAVEN'T GIVEN UP HOPE, BUT WHO NEED YOUR HELP.

TESTMONY OF SUFFOLK COUNTY DISTRICT ATTORNEY NEWMAN FLANAGAN FOR THE SELECT COMMITTEE ON NARCOTICS ABUSE AND CONTROL

Hearing held at Roxbury Boys & Girls Club
Friday, October 6, 1989

OVERVIEW:

DRUGS THREATEN TO DESTROY THE UNITED STATES. WE ARE BEING ATTACKED FROM BOTH WITHIN AND WITHOUT, AS NEVER BEFORE IN OUR HISTORY. ACCORDING TO RECENT PUBLIC OPINION POLLS, THE DRUG PROBLEM HAS BECOME THE NATION'S NUMBER ONE CONCERN. ILLEGAL DRUGS AND THE TRAGIC CONSEQUENCES OF DRUG ABUSE HAVE REACHED INTO EVERY COMMUNITY. DRUGS HAVE TOUCHED EVERY AMERICAN FAMILY, EITHER DIRECTLY OR THROUGH ASSOCIATION WITH COLLEAGUES, FRIENDS, NEIGHBORS AND RELATIVES. DRUGS THREATEN OUR SOCIETY AS SURELY AS HAS ANY ENEMY IN THE PAST.

MANY CITIZENS LOOK TO LAW ENFORCEMENT FOR THE SOLUTION. THE LAW ENFORCEMENT COMMUNITY HAS A VITAL PART TO PLAY, BUT LAW ENFORCEMENT ALONE CANNOT WIN THE WAR ON DRUGS.

THE POLICE ARE MAKING INCREASED, IMPRESSIVE NUMBERS OF ARRESTS. IF THERE WERE MORE NARCOTICS OFFICERS AND SUPPORT RESOURCES, EVEN MORE ARRESTS WOULD BE MADE. THERE ARE NOT ENOUGH PROSECUTORS, JUDGES OR JAILS TO KEEP UP WITH THE ARRESTS BEING MADE NOW. THERE MUST BE INCREASED FUNDING FOR LAW ENFORCEMENT SUPPORT SYSTEMS, IE. PROSECUTORS, JUDICIARY AND CORRECTIONS PERSONNEL. WE MUST STOP TALKING ABOUT BUILDING NEW PRISONS AND BUILD THEM. BAIL PROCEDURES MUST BE REVIEWED. PRESENTLY LARGE NUMBERS OF PRIMARILY ILLEGAL ALIEN DRUG TRAFFICKERS SKIP BAIL, RETURN TO THEIR NATIVE COUNTRY AND ARE REPLACED BY OTHER ILLEGAL ALIENS.

WE MUST FUND AND EXPAND THE STATE LABORATORY INSTITUTE IN JAMAICA PLAIN. ACCURATE, SWIFT AND PROFESSIONAL LABORATORY ANALYSIS OF EVIDENCE SEIZED IS CRUCIAL TO THE SUCCESSFUL PROSECUTION OF ANY CASE. WITH THE EXTRAORDINARY GROWTH OF DRUG RELATED PROSECUTIONS, OUR LABORATORIES ARE SERIOUSLY OVERWORKED AND UNDERSTAFFED. YET DRUG ANALYSIS AND REPORTING IS AN ESSENTIAL ELEMENT OF DRUG CASES, AND INABILITY OR DELAY IN ANALYSIS COULD LEAD TO DISMISSAL, OR REDUCTIONS IN BAIL FOR DRUG OFFENDERS.

PREVENTION:

A DRUG-FREE AMERICA WILL NOT BE ACHIEVED UNTIL THERE ARE DRUG-FREE SCHOOLS, WHERE CHILDREN CAN LEARN AND PLAY AND BE TAUGHT TO RESIST DRUGS; DRUG-FREE WORK PLACES, WHERE WORKERS CAN SAFELY REACH THE FULL POTENTIAL OF THEIR PRODUCTIVITY, AND DRUG-FREE NEIGHBORHOODS, WHERE RESIDENTS CAN WALK THE STREETS WITHOUT BEING HOUNDED TO BUY DRUGS, AND WITHOUT FEAR OF BECOMING THE VICTIMS OF DRUG RELATED CRIMES.

A DRUG-FREE AMERICAN WILL EXIST ONLY WHEN THE COMBINED EFFORTS OF EDUCATORS, HEALTH CARE PROFESSIONALS AND TREATMENT SPECIALISTS, PARENTS, CIVIC ORGANIZATIONS AND COMMUNITY SUPPORT GROUPS, TENANT ASSOCIATIONS, SOCIAL AND FRATERNAL ORGANIZATIONS, PROFESSIONAL ATHLETES, MEDIA, RELIGIOUS INSTITUTIONS AND THE BUSINESS COMMUNITY FORGE A TRUE PARTNERSHIP DEDICATED TO ATTACKING THE DRUG EPIDEMIC ON ALL FRONTS.

WE MUST REDUCE THE DEMAND FOR DRUGS. ALTHOUGH DOMESTIC AND INTERNATIONAL CROP ERADICATION AND BORDER INTERDICTION EFFORTS ARE OF VITAL IMPORTANCE, AS LONG AS THE DEMAND FOR DRUGS REMAINS AT CURRENT LEVELS, DRUG TRAFFICKERS WILL ALWAYS BE ABLE TO FIND A WAY TO REACH AND EXPLOIT THE MARKET. ARRESTING DRUG DEALERS IS ONLY A MEANS TO AN END, NOT AN END IN ITSELF, SINCE DRUG TRAFFICKERS WHO ARE APPREHENDED WILL BE QUICKLY REPLACED BY THOSE WHO EAGERLY AWAIT THE OPPORTUNITY TO SHARE IN THE ENORMOUS PROFITS IN THIS CRIMINAL INDUSTRY. THUS, THE ONLY VIABLE, LONG-TERM SOLUTION TO THE DRUG EPIDEMIC IS TO REDUCE THE DEMAND FOR DRUGS. SIMPLY STATED, EVERY DRUG ENFORCEMENT PROGRAM MUST BE EVALUATED IN TERMS OF REDUCING THE PUBLIC'S DEMAND FOR CONTROLLED SUBSTANCES.

LAW ENFORCEMENT'S TIME-HONORED OBLIGATION IS TO PROTECT CITIZENS AND THEIR PROPERTY FROM CRIMINAL ATTACK. THE RELATIONSHIP BETWEEN DRUGS AND CRIME ARE WELL ESTABLISHED. BY REDUCING THE LEVEL OF ILLICIT DRUG CONSUMPTION, THERE WILL BE FEWER DRUG ABUSERS TO COMMIT VIOLENT CRIMES.

THE CONCEPT OF DETERRENCE, THE KEYSTONE OF OUR PENAL SYSTEM, MUST BE AN INTEGRAL PART OF "PREVENTION" STRATEGIES DESIGNED TO REDUCE THE PUBLIC'S DEMAND FOR DRUGS. FOR DETERRENCE TO BE EFFECTIVE, DRUG OFFENDERS MUST BELIEVE THAT THEY NOW FACE AN ENHANCED RISK OF BEING CAUGHT AND THE CERTAINTY OF SWIFT AND CERTAIN PUNISHMENT. BY VIGOROUSLY ENFORCING TOUGH, YET REALISTIC DRUG LAWS, THE LAW ENFORCEMENT COMMUNITY CAN EFFECTIVELY ALTER AND DETER THE USE AND SALE OF ILLICIT DRUGS.

BY WORKING WITH COMMUNITY LEADERS, BY DEVELOPING NEIGHBORHOOD WATCH PROGRAMS AND CITIZEN "TIP" LINES SUCH AS "DROP-A-DIME", AND BY USING AGGRESSIVE STREET-LEVEL ENFORCEMENT TACTICS, POLICE CAN MAKE IT MORE DIFFICULT FOR PURCHASERS, ESPECIALLY YOUNG AND INEXPERIENCED BUYERS, TO PROCURE DRUGS.

THE BEST STRATEGY TO COMBAT ILLEGAL DRUG USE IS TO PREVENT IT FROM STARTING. PREVENTION BEGINS WITH THE FAMILY. WE MUST DEPEND ON OUR FAMILIES FOR SUPPORT, VALUES, STABILITY AND LOVE. FAMILY UNITS MUST BECOME ENERGIZED AND STRENGTHENED TO DEVELOP POSITIVE MENTAL ATTITUDES, HIGH MOTIVATION AND STRONG CHARACTER IN OUR YOUTH.

PREVENTION CANNOT BE ACCOMPLISHED OR SUSTAINED WITHOUT THE INVESTMENT AND COMMITMENT OF ALL PEOPLE (EDUCATORS, MEDICAL, LAW ENFORCEMENT, JUDGES, RELIGIOUS, BUSINESS, MEDIA, SPORTS). WE MUST INVOLVE OUR YOUNG PEOPLE IN HELPING TO SOLVE THE PROBLEM.

TREATMENT:

THE LAW ENFORCEMENT COMMUNITY MUST HELP TO IDENTIFY DRUG DEPENDENT OFFENDERS AND THOSE OFFENDERS WHO ARE AT RISK OF BECOMING DRUG DEPENDENT SO THAT THE COURTS AND APPROPRIATE SUBSTANCE ABUSE PROFESSIONALS CAN PROVIDE THE NECESSARY EVALUATION AND TREATMENT SERVICES. AN ARREST MAY BE THE BEGINNING OF A LONG PROCESS LEADING TO REHABILITATION. VERY FEW DRUG USERS "VOLUNTEER" FOR TREATMENT. MORE OFTEN, PARTICIPATION IN A REHABILITATION PROGRAM IS THE RESULT OF COERCION AND PRESSURE BROUGHT BY FAMILY, FRIENDS, SCHOOL OFFICIALS, EMPLOYERS OR BY THE CRIMINAL JUSTICE SYSTEM. IT IS AFTER TREATMENT MOST RECOVERING ADDICTS OFTEN EXPRESS THEIR GRATITUDE FOR HAVING BEEN FORCED INITIALLY TO PARTICPATE IN REHABILITATION.

DRUG USE, INCLUDING ADDICTION, IS A COMPLEX PROBLEM INVOLVING PSYCHOLOGICAL, SOCIAL AND BIOLOGICAL FACTORS. SUCCESSFUL TREATMENT MAY REQUIRE TREATMENT FOR PSYCHIATRIC PROBLEMS, EDUCATIONAL PROBLEMS, OR CHRONIC CRIMINAL BEHAVIORAL PROBLEMS. WHILE THE NUMBER OF DRUG TREATMENT PROGRAMS HAS GROWN IN RECENT YEARS, THEY ARE STILL NOT SUFFICIENTLY AVAILABLE. ACCESS TO TREATMENT CAN BE INHIBITED BY A NEIGHBORHOOD'S RELUCTANCE TO ACCEPT TREATMENT CENTERS.

THE TREATMENT PROBLEM IS MADE EVEN MORE URGENT BY THE SPREAD OF ACQUIRED IMMUNE DEFICIENCY SYNDROME (AIDS) AIDS IS PERVASIVE AMONG THE INTRAVENOUS DRUG USING POPULATION, WITH ONE-FOURTH OF ALL AIDS CASES BEING ATTRIBUTED TO INTRAVENOUS DRUG USE.

WE MUST

1. USE THE DRUG TREATMENT NETWORK TO REDUCE THE DEMAND FOR DRUGS BY FREEING INDIVIDUALS FROM DRUG DEPENDENCY.
2. SLOW THE SPREAD OF AIDS THROUGH PROGRAMS TARGETED AT THE INTRAVENOUS DRUG USING POPULATION.

3. REDUCE CRIME AND THE NEED FOR IMPRISONMENT BY PROVIDING TREATMENT PROGRAMS FOR THOSE WHOSE CRIMINAL ACTIVITY IS DRUG RELATED
4. INCREASE DRUG TREATMENT FACILITIES AND CAPACITIES
5. ASSURE THAT FUNDS ARE MADE AVAILABLE FOR ALL COURT-ORDERED TREATMENT
6. ALL JAILS AND PRISONS SHOULD ESTABLISH DRUG TREATMENT PROGRAMS

EDUCATION:

SCHOOL NOTHING IS MORE IMPORTANT TO THE FUTURE OF THE UNITED STATES, THAN OUR CHILDREN . . .OUR GREATEST RESOURCE. IF OUR SOCIETY IS TO BE PRODUCTIVE AND CREATIVE, WE MUST SAFEGUARD OUR CHILDREN'S RIGHT TO GROW AND LEARN IN A DRUG-FREE ENVIRONMENT. . .WE MUST PREPARE THEM TO REJECT THE USE OF DRUGS IN THEIR LIVES. ILLEGAL DRUG USE SHOULD NOT BE TOLERATED IN OUR SCHOOLS OR OUR COMMUNITIES. THE KEY TO THIS IS EDUCATION, NOT ONLY IN OUR SCHOOLS, BUT IN BUSINESS, ON THE PLAYING FIELDS AND IN FAMILIES.

ADOLESCENTS AND YOUNG ADULTS COMPRISE A CONSIDERABLE PORTION OF THE EXISTING DRUG DEMAND MARKET. DRUG DEALERS HAVE SHOWN A SPECIAL FONDNESS FOR YOUNG PEOPLE, WHO ARE PARTICULARLY VULNERABLE AND IMPRESSIONABLE, AND WHO ARE A GOOD LONG-TERM INVESTMENT IN ILLEGAL MARKETING DOLLARS.

SCHOOLS MUST ESTABLISH AND ENFORCE POLICIES FOR STUDENTS, TEACHERS AND STAFF THAT CLEARLY FORBID THE SALE, DISTRIBUTION, POSSESSION OR USE OF DRUGS ON SCHOOL PROPERTY, OR AT SCHOOL-SPONSORED FUNCTIONS. THEY MUST DEVELOP A CLEAR AND STRONG RESPONSE FOR ANY VIOLATION. THEY MUST REPORT USE OR SUSPECTED USE OF DRUGS BY STUDENTS TO PARENTS AND LAW ENFORCEMENT OFFICIALS.

THEY MUST BECOME INVOLVED IN IDENTIFYING AND RESOLVING THE PROBLEM. THEY MUST ENSURE THAT TEACHERS AND ADMINISTRATORS ARE NOT ABUSERS THEMSELVES. SCHOOLS MUST BECOME AN ACTIVE PART OF "COMMUNITY-WIDE" EFFORTS TO END THE USE OF ILLEGAL DRUGS. SCHOOLS MUST GET PARENTS ACTIVELY INVOLVED IN THE PREVENTION OF DRUG USE.

SCHOOLS MUST BE MADE DRUG FREE IF THEY ARE TO EMERGE AS THE PRINCIPLE MEDIUM FOR PROVIDING A GENERATION OF YOUNG PEOPLE WITH THE INFORMATION AND SKILLS THEY WILL NEED TO RESIST DRUGS. STATE LEGISLATORS MUST TREAT YOUNG PEOPLE AS A CLASS NEEDING SPECIAL PROTECTION. STATE LEGISLATURES MUST PROVIDE ESPECIALLY STERN PUNISHMENT FOR DRUG DEALERS WHO INFILTRATE SCHOOLS AND SELL TO MINORS.

MY OFFICE IS CURRENTLY PROSECUTING INDIVIDUALS WHO HAVE RECENTLY VIOLATED A NEW STATE STATUTE WHICH IS THE RESULT OF AN "ACT" PROVIDING FOR DRUG FREE SCHOOL ZONES (CHAPTER 227, JULY 11, 1989) WHICH PROVIDES IN PART FOR THE PUNISHMENT OF AN INDIVIDUAL WHILE IN OR ON, OR WITHIN ONE THOUSAND FEET OF A SCHOOL ZONE WHETHER OR NOT IN SESSION, SHALL BE PUNISHED BY A TERM OF IMPRISONMENT IN THE STATE'S PRISON FOR NOT LESS THAN 2-1/2 NOR MORE THAN 15 YEARS OR BY IMPRISONMENT IN A JAIL OR HOUSE OF CORRECTION FOR NOT LESS THAN 2 NOR MORE THAN 2-1/2 YEARS. NO SENTENCE IMPOSED UNDER THESE PROVISIONS SHALL BE FOR LESS THAN A MANDATORY TERM OF IMPRISONMENT OF TWO YEARS. A FINE OF NOT LESS THAN $1,000. NOR MORE THAN $10,000 MAY BE IMPOSED, BUT NOT IN LIEU OF THE MANDATORY MINIMUM 2 YEAR IMPRISONMENT.

WHO:

INTEREST IN A GIVEN ILLEGAL SUBSTANCE OFTEN BEGINS FIRST AMONG A PARTICULAR--USUALLY ELITE--SEGMENT OF THE POPULATION. IT IS NEXT PICKED UP AND SPREAD MORE BROADLY THROUGH SO-CALLED "CASUAL USE" IN THE MAINSTREAM MIDDLE CLASS. AFTER A TIME, THE DRUG'S DANGERS ARE MADE WIDELY KNOWN THROUGH PUBLIC HEALTH ADVISORIES OR PAINFUL PERSONAL EXPERIENCE, AND MAINSTREAM USE THEN DROPS SHARPLY.

THE DRUG CONTINUES TO SLIDE FURTHER DOWN THE SOCIO-ECONOMIC SCALE, AND ITS CHRONIC OR ADDICTIVE USE EVENTUALLY BECOMES CONCENTRATED AMONG THE MOST VULNERABLE OF OUR CITIZENS: YOUNG, DISADVANTAGED, INNER-CITY RESIDENTS.

TREND: COCAINE--CRACK--EPIDEMIC PROPORTIONS

AS WE GUARD AGAINST CRACK'S SPREAD, WE MUST BEGIN TO PREPARE FOR WHAT MAY WELL COME AFTER IT. ALMOST EVERY STIMULANT EPIDEMIC IN HISTORY HAS IGNITED A SEDATIVE EPIDEMIC IN ITS WAKE, AS USERS BEGIN EMPLOYING CHEMICAL "DOWNS" TO MODULATE THE PEAKS AND VALLEYS OF ADDICTION. WITH COCAINE, THE SEDATIVE OF CHOICE HAS TRADITIONALLY BEEN HEROIN. IN THE PAST YEAR OR SO, A CHEAP, POWERFUL AND INSTANTLY INTOXICATING FORM OF SMOKEABLE HEROIN, WHICH ELIMINATES THE NEED FOR INTRAVENOUS NEEDLES, HAS BEGUN TO APPEAR ON OUR STREETS.

1. EXPERIMENTAL USE
2. CASUAL USE
3. REGULAR USE
4. ADDICTION

A DRUG NEW TO THE BOSTON AREA IS "ICE". IT IS A CHEAP, SMOKABLE AND POWERFUL DRUG WHICH LASTS LONGER THEN CRACK AND PROVOKES VIOLENT BEHAVIOR. ALSO REFERRED TO AS "GLASS", ONE DOSE TYPICALLY COSTS $6.-$10. AND PROVIDES A HIGH WHICH LASTS 8-24 HOURS.

TYPES OF DRUGS ABUSED:

(A)	COCAINE: (PRIMARILY)	IT IS BEING SOLD AND USED BY ALL RACES, SEXES AND AGES
(B)	HEROIN:	ABUSE AND SALES WORSE IN ROXBURY THAN DORCHESTER. DISTRIBUTED PRIMARILY IN THE MISSION HILL PROJECT AND ORCHARD PARK

DRUG TRENDS:

1.	MARIJUANA	SCARCE, VERY EXPENSIVE
2.	COCAINE	WITHIN THE PAST 12 MONTHS, STREET PRICES DROPPED DRAMATICALLY;MOST IS OF VERY HIGH QUALITY WITHIN THE PAST 30 DAYS PRICES HAVE BEEN RISING STEADILY. THIS IS ATTRIBUTABLE TO THE RECENT CRACKDOWN IN COLUMBIA. IT IS A KNOWN FACT IN LAW ENFORCEMENT CIRCLES THAT THE WHOLESALE PRICE OF COCAINE AT THE POINTS OF ENTRY INTO THE U.S. HAVE RISEN RECENTLY, ESPECIALLY THE SOUTH EAST REGION.

CREDITS: NATIONAL DRUG CONTROL STRATEGY, 1989
BIBLIOGRAPHY: CONFERENCE FOR A DRUG FREE AMERICA, 1989
UNIFORM CONTROLLED SUBSTANCE ACT, 1989
TOWARD A DRUG FREE AMERICA, 1988

Commonwealth of Massachusetts
Trial Court of the Commonwealth
District Court Department
Roxbury Division
85 WARREN STREET
ROXBURY, MASSACHUSETTS 02119
PHONE: (Area Code 617) 427-7000

First Justice
HONORABLE RICHARD L. BANKS

Justices
HONORABLE JULIAN T. HOUSTON
HONORABLE GORDON A. MARTIN, JR.
HONORABLE CHARLES T. SPURLOCK

TESTIMONY OF HONORABLE JULIAN T. HOUSTON

JUSTICE, ROXBURY DISTRICT COURT, BOSTON, MASSACHUSETTS

BEFORE THE

SELECT COMMITTEE ON NARCOTICS ABUSE AND CONTROL

DATE - OCTOBER 6, 1989

Chairman Rangel and members of the Select Committee on Narcotics Abuse and Control, I am grateful for this opportunity to report to you on the extent of the drug problem in the Roxbury neighborhood of the City of Boston, a community with a population of less than 60,000 people, of whom more than 90% are people of color.

My perspective on the problem is based upon ten years of service as a judge of the Roxbury District Court. During that period, I have heard more than 15,000 criminal cases, a sizable percentage of which has been drug cases, as well as having heard virtually all of the court's juvenile matters. It has been an unforgettable experience.

It was not until 1984, that the Massachusetts court system began to collect statistics on drug cases in our courts. In that year, the Roxbury District Court issued 1,156 complaints for drug offenses out of a total of 11,203 criminal complaints. This was the largest number of drug complaints issued by any court in Massachusetts, with the exception of the Springfield District Court which serves the second largest city in our state with a population of approximately 160,000 people.

In the Juvenile Session, data on drug complaints were not collected until 1985. In that year, the Roxbury Juvenile Session issued 68 complaints for drug offenses out of a total of 886 delinquency complaints.

The most recent data available on drug complaints issued in our court is contained in the 1988 Statistical Report of the Massachusetts Trial Court. In 1988, the Roxbury District Court issued 3,029 complaints for drug offenses out of a total of 20,679 criminal complaints. In other words, in a four year period we experienced a nearly 161 percent increase in our drug caseload and an 85 percent increase in our total caseload. We continue to be second only to the Springfield District Court among all Massachusetts Courts in the size of our drug caseload.

As to the Roxbury Juvenile Session, 126 delinquency complaints were issued in 1988 for drug offenses and a total of 1,164 delinquency complaints were issued. This represents an 85 percent increase in our juvenile drug caseload and a 31 percent increase in our overall delinquency caseload. The effect of these increases is overwhelming.

In the Roxbury District Court, as is true for our counterpart courts in Dorchester and West Roxbury, we simply do not have the resources or the personnel to manage a 161 percent increase in our drug caseload, let alone an 85 percent increase in our total caseload. Until recently, a shortage of available judges resulted in three judges and sometimes two judges being assigned to do the work of four. Our probation staff, at its lowest number in twenty years, has its largest individual caseload rate ever.

Nonetheless, we continue to struggle to make the best of an impossible situation. We are setting more bails and higher bails, despite the fact that defendants are frequently released because of jail overcrowding. We have seen our daily trial lists become so clogged that we now mark cases for trial at least four months in advance, when in the past we could set a trial date within thirty days of arraignment. We are sending so many drug evidence samples to the state laboratory for testing that we are often forced to continue cases repeatedly, at great public expense, because the laboratory's backlog is so large that the analysis has not been done. We are sentencing more people to jails and houses of correction than at any time in recent memory and for longer sentences, as well as committing more people to detoxification and treatment programs.

Despite these and other efforts of the court to respond to the drug crisis in our midst, we continue to see the volume of drug cases increase.

There is no question that the flooding of our streets with cocaine and, most recently crack accounts for most of the increase. This is most painfully apparent in our Juvenile Session. In 1979, the year I began sitting in the Roxbury court, the Juvenile Session did not issue a single complaint for an offense involving heroin distribution or for an offense involving cocaine distribution. In 1988, however, we issued 19 juvenile complaints for heroin distribution offenses and 70 for cocaine distribution offenses. This represents a nearly 900 percent increase in heroin and cocaine distribution offenses, an increase that is simply intolerable for both the court and the community.

As I speak with others about the gravity of our drug problem, increasingly I hear both private citizens and public officials express the view that we should focus what resources we have on children in our community who are 12 years old or younger and forget about the older ones because the teenagers have been lost. They take the position that as a result of the proliferation among inner city youth of drugs, gangs, guns, school dropouts, unemployment and babies born out of wedlock, we have created a Lost Generation, deeply flawed and troubled and beyond rehabilitation. It is a view I fully expect to hear more frequently in the months and years ahead, for our institutions have neither the money, the trained personnel or, in many instances, the patience to adequately address the needs of this population. The President's Drug Strategy provides little reassurance on this point. While I cannot take issue with the recommendations it contains for increased assistance for law enforcement, the recommendations for treatment, prevention and education are comparitively inadequate. Nor does the President's strategy address, in any measure, those conditions in the inner city--poverty, broken families, unemployment, violence, dysfunctional schools, a loss of confidence in our basic institutions--that have made our young people so vulnerable to the menace of drugs. Until those conditions receive our genuine and sustained attention, the so-called war on drugs, in my judgment, will never be won.

The Nation of Islam

P.O. Box 123
Dorchester, Massachusetts 02121
(617) 442-0488

6 October 1989

Testimony of Minister Don Muhammad to the United States House of Representatives Select Committee on Narcotic Abuse and Control

We claim that we are fighting a war on drugs. But apparently only the drug lords, pushers and addicts are fighting. The citizens are on-lookers and every governmental effort has been an exercise in futility. Their idea of a war is to release a barrage of press releases, rally's, slogans and TV commercials loaded with rhetoric but lacking in substance. I hope we can expect better results from this committee.

Fully 80% of crime in America is drug related. Solve the drug problem and you've really taken a bite out of crime. While there certainly must be money used to fuel the war on drugs the primary ingredient that is lacking is the will to win. It seems as though those charged with fighting the war against drugs are in a war among themselves. It appears that they are not even on the same team. The president knows that a team cannot win without the unity of the players. It takes cooperation from the federal government all the way to the user with heroin in his arm and coke up his nose. Everyone will have to play a role in unison if this scourge is to end.

General Motors grossed $96 billion last year but Drugs America grossed $300 billion and Drugs International grossed $1.7 trillion. The value of cocaine has exceeded the value of gold - the standard of the Western world. Where is the leadership? Everyone wants to deal on the urban level where the Blacks are the comfortable targets to be blamed for a gutless federal policy. Though it has been estimated that 75% of the users and certainly over 95% of the major dealers are suburban Whites and other groups, the press has promoted an image of Black gangs and inner-city hoodlums as responsible for the drug problem. This has done nothing to solve the drug problem and plenty to raise racial tensions in America. Drugs is an equal opportunity destroyer. For every Len Bias, I can show you an Elvis Presley. For every Billy Holiday, I'll show you a Marilyn Monroe. For every Don Rogers, there's a David Kennedy. For every Jimi Hendrix, there's a Ricky Nelson, and for every Frankie Lyman, there's a John Belushi.

I represent an organization that has beat the drug problem and demonstrated incomparable results in defeating the craving for drugs in Black people. I can show you an army of men and women that have pulled the needles out of their arms and the cocaine out of their noses because of the teachings of the Honorable Elijah Muhammad and Minister Louis Farrakhan.

You see, it was we, the Nation of Islam, who made the elimination of drugs and crime central to our program back in 1930;

It is we, the Nation of Islam, who go among the so called "gangs" to reform their destructive way of thinking;

It is we, the Nation of Islam, who go into the prisons every week and hold the most well-attended services in the prisons of the Commonwealth;

It was we, the Nation of Islam, who have demanded "hard time" work sentences for drug dealers and criminals;

The Solution

The drug problem can be controlled in 1 year, solved in 3, and eradicated in five- Just in time for the next election, if we start the job now. Everyone must play their role and solve the piece that they are charged with.

- The government must stop playing with the dope smugglers and put that immense military budget to work on the real enemies of the American people. The price for the smuggler is currently not high enough. A 1985 Nation of Islam study entitled DRUG USE: REASONS WHY & SOLUTIONS, recommended that:

> If we are serious about fighting drugs, we must be ready to stand fast to our convictions. If we can attack a foreign land for taking the life of one American, I know we can join forces and attack an enemy that is killing Americans by the thousands. This country has in its possession telescopes that can tell you if a dime was laying heads or tails on the moon. Don't tell me that the satellites placed in orbit by this country, cannot pinpoint and identify airplanes who have not filed flight patterns. It's these same "unauthorized" flights that are flooding this country with drugs that destroy our youth. If America monitored planes coming from Russia loaded with bombs with the potential to destroy this country, America would justifiably bomb that flight out of the air. We respectfully suggest that America must take the same attitude with those flights that are dropping the drug bombs that are detonated in our communities.

We were laughed at and scorned by the media and the "experts" who, I presume, felt they had the drug problem well in hand. Today the Congress in considering legislation that would permit U.S. law enforcement agencies to shoot down drug carrying airplanes. What took them so long and what's the body count? While these self-proclaimed czars and zealots talk about solving the problem it is we, the Black communities that suffer the consequences of ineptitude.

- The confiscated money must go among the local organizations that have demonstrated an effective education and rehabilitation program. The helpless survivors of this drug war want to help to save their neighborhoods but they need an incentive. If they thought that their tip would reap a reward the police telephone would ring off the hook with the most precise descriptions, exact times and dates, photographs, license numbers, names and addresses that they could ever expect to see. The police operations would be more defined and their investigations more effective.

Make no mistake about it, we are not here asking for tax money - this money was generated through the hard work of the citizens of ours and other communities. It is the television set, the stereo, the car, the wallet of the victims of crime - money that was stolen in order to finance a drug habit. Where else should it go besides back into the pockets from whence it came? The art of self defense is based on the successful use of the force of your opponent against him. This concept is as old time itself. Let the community based organizations do what they do best. As Mr. Perdue has said, "What does the president know about chickens."

- Confiscated drugs must be destroyed in public. It is no mystery that much of the dope that is apprehended in drug busts finds its way back to the streets. Where is the 20 tons that the agents seized last week and how will that be disposed of? The public would feel more confident if they were destroyed at a press conference publicly with only a sample retained as evidence This would encourage the troops and discourage corruption on the front lines.

- The courts must stop trying to rehabilitate criminals, they are not equipped for that role. They must sentence the criminals to hard time without regard for the jail space. Use the basement of the White House, the Congress or the State Houses if there is not enough room. We have advocated and proposed that first time offenders be sent back into the communities from where they came in striped uniforms and chains to sweep the gutters and clear the rubbish from the community that they once terrorized - for all to see. The idea of prison drill instructors as in the marines is an idea that the Nation of Islam has been using for decades and now we see it being sparsely applied in prisons all over the country.

- If the penal officials cannot rehabilitate criminals they must be fired. It costs more money to go to jail than to go to Harvard and MIT at the same time. Apparently, instead of producing Nobel scholars they are producing more hardened criminals. The Honorable Elijah Muhammad produced more productive people from out of the prisons than all of the country's programs combined, so we know how to solve that problem. Though ours is the most successful prison reform program in history, it is also the most resisted.

The only way to combat drugs is to take the profit out of dealing and put it into stopping them. The artificial value of drugs has overwhelmed drug enforcement efforts as they currently are being managed. All of those fighting drugs must wear the same uniform and play on the same team. The third base man should field those balls hit down the third base line not fly balls to right center. We must all play a part and show our resolve in the form of unity if we are sincere about ending this scourge of drugs in our communities. Let's role up our sleeves and really go to war and stamp out this problem once and for all.

October 5, 1989

My name is Emmett Folgert I am the Director of Drug Prevention Services for the Dorchester Youth Collaborative in Boston. I have worked with urban teens from poverty areas for 19 years. Currently I direct a program that engages teen participants in recreation, public health, and safety entertainment events. We also engage our teens in the production of records, music videos, news specials and newspaper coverage of health and safety issues. We are associated with sister programs in cities on the East Coast and Puerto Rico through the Eisenhower Foundation in Washington D.C. a foundations that is currently Replicating the D.Y.C. model in other cities.

My advice to this committee is the following:

1. Beyond appropriate health classes drug education is best conducted in the communities after school or work during a youth discretionary time. This is the time that teens, in the company of their friends, make decisions of using and selling drugs.
2. Enforcement is not the answer to the drug problem. How do we know this? The police have told us so.
3. Young people are rarely the users or sellers of drugs. Many young people who were averted to drugs, later use and deal as teens.

What is the first question we need to ask ourselves? Has America given up on urban poor teens, and have urban poor teens given up on America? The honest answer to this question is yes and yes. Just as in our families we can never achieve discipline without relationship, we will not achieve discipline in society without a healthy relationship with our teens.

The current drug proposal perpetuates the status quo where teens and society each hold a piece of a shredded social contract.

*****The plan neglects young people age 15 and older for education while it is these teens who are the most distressed.

*****This plan takes money from social services resulting in little gain of the total resources for poor communities.

*****This is dishonest and a bad way to begin any campaign.

*****This plan targets education and prevention monies to schools where youth are compelled to attend, and treatment centers and jails where youth are present by court order or medical distress.

The overall social policy message of this plan is that our society is angry and afraid of our own teenagers, that we are a society that will only address the drug issue in the controlled environments of school treatment centers and jails.

My experience is that the following steps will be helpful in the development of a discipline and caring relationship with our teens during this crisis.

*****We should fund community programs to flood the crisis areas with positive adult youth workers who love teens, the community, and the nation.

*****Police should visit all teens centers and get to know every teen by name.

*****Police should protect teen centers from gangs, drugs, and violence.

*****We should produce public television, health and safety entertainment specials, for teens in high drug crime areas.

*****We should heavily promote and produce public health and safety events during teens discretionary time.

I would now like to introduce two teens Andrew Young and Lawrence McKinnon to the committee. These teens are from drug and gang plagued areas. They have used their entertainment abilities and wisdom to touch the lives of 35,000 high risk youth who attended 25 performances during the past year. I am pleased to introduce these two teen leaders.

Hello, my name is Lawrence McKinney. I am fourteen years old as of yesterday. I live in a neighborhood in Dorchester that has a lot of crack, weed, gangs, and violence.

I think we need more media about the drug situation. These little sentences that they say on television don't let people know what is really happening. What really happens around my way is that dealers sit on wooden crates on the corner and sell crack. They are in a gang and they threaten to hurt me when I walk by. Outside of school can also be dangerous. We have young gangs and old gangs. The old gangs drive new cars and the young gangs look up to them. Let me tell you a story.

Let me tell you a story. A drug dealer chased his girlfriend to my building where she had run because he beat her up. He broke down the front door and shot up the building and my father's car.

Some of the things I think will help are: I think it will help if kids have more things to do. Most of the parents are working and the gangs and drugs make the streets dangerous. I also think that the peopl who jus love to be on the streets all the time should get jobs to build the streets fix them up and take care of them and clean them.

I am here with my friend Drew. Now he will speak to you. And then we will answer any questions that you may have.

DORCHESTER YOUTH COLLABORATIVE
[illegible]
DORCHESTER, MA [illegible]

Hello, my name is Andrew Young. I am 17 years old. I am from Dorchester. At nighttime drug gangs come around shooting at people out of the car windows. They fight a lot. They see one person with a different hat on and beat him down. You can't look at them in a different way, they wil shoot you. You can't walk up the street with two people, they think you're in a different gang. If you have a nice coat like a goose jacket they will take it. Kids can't play outside because of the shooting. Teens are afraid to walk the streets because of what goes on. Parents will worry if kids go outside, the kids have to stay in. You can't walk on a street without certain sneakers on your feet and a certain hat on your head. If you hang around a person who is in a gang you will get shot just for being there. We go to school with the police outside and inside to keep people from gettin shot and stabbed.

The Northside posse helps me. We are a lot of rap groups, singers, and dancers who get together. None of us do drugs or crime and we help each other. DYC is a place where we meet. DYC keeps the kids off the streets. You do a lot of games, pumping weights, swimming, basketball, roller skating, skiing. We make up groups and help them out. The oldest ones help younger ones and the younger ones help the real little ones. The shows we do help a lot of people understand what we're doing. They give us a better reputation. It helps people to learn that we're not just anybody to be afraid of just coming from the streets. We're doing positive things. And the shows that we do, because they are fun. When people see us doing shows they respect us for that. And all I have to say is I'm going to keep on doing what I got to do the best! Peace.

DROP-A-DIME REPORT CRIME INTELLIGENCE DATA, INC.

FOUNDED 1983

P.O. BOX 644
DORCHESTER, MA 02125-0005
617-427-1169

24 HOUR TIPLINE
617-427-DIME

CONGRESSIONAL HEARING, 1989

ROXBURY'S BOYS & GIRLS CLUB.

ROXBURY, MASSACHUSETTS 10/6/89

I, COME BEFORE YOU WITH RESERVATION AND LACK OF UNDERSTANDING OF WHAT THIS HEARING MEANS FOR THIS COMMUNITY FOUR OR FIVE YEARS AGO, I CAME BEFORE THIS SAME COMMITTEE WITH GREAT HOPES AND EXPECTATIONS, PLUS, A BILL FOR THE PRICE OF HAVING (75) COPIES OF MY STATEMENT. AT THAT TIME THIS COMMUNITY WAS EXPERIENCING IT'S FIRST TASTE OF STREET LEVEL DRUGS PEDDLING, HEROIN, COCAINE HAD NOT REACHED THE HANDS OF LITTLE CHILDERN TO SELL.

SINCE THEN THE ILLEGAL DRUG TRADE HAS MUSHROOMED IN THIS COMMUNITY, FIRST WITH STREET LEVEL CHEAP COCAINE, THEN 'CRACK" AND NOW THE POSSIBILITY OF A RECURRENCE OF METHAMPHETAMINE CALLED" CRANK, ICE, AND GO-FAST" WHICH CAN BE FOR THE FIRST TIME MADE SMOKEABLE. THE RUSH ONE RECEIVES FROM THIS DRUG IS KNOWN TO LAST FOR 30 MINUTES, BUT WILL KEEP THE USER AWAKE FOR 3 TO 24 HOURS. USERS BECOME PARANOID, LEADING TO A DANGER OF UNCONTROLLED ACTIONS FROM THE USER. SINCE THIS DRUG IS LAB MANUFACTURED IT CAN BE SOLD CHEAPER THAN CRACK.. MOST YOUTH WHO ARE SELLING DRUGS NOW, ALREADY, MAKE MORE MONEY THAN THEIR PARENT/S.
GUNS, DRUGS, AND YOUTH VIOLENCE IS NOW A WAY OF LIFE, HERE.

DROP-A-DIME REPORT CRIME
INTELLIGENCE DATA, INC.
FOUNDED 1983

P.O. BOX 644
DORCHESTER, MA 02125-0005
617-427-1169

24 HOUR TIPLINE
617-427-DIME

-2-

CONT. DO WE HAVE DRUGS HERE IN ROXBURY-BOSTON ? YES.

DO WE NEED ASSISTANCE ? YES.

PROGRAMS SUCH AS: DROP-A-DIME,HAS A CONSTANCE STRUGGLE WITH FUNDING TO PROVIDE IT'S SERVICE TO RESIDENTS.TREATMENT CENTERS ARE FOREVER CLOSING BECAUSE OF THE LACK OF FUNDING,TREATMENT ON DEMAND IS A FRONT-LINE NEED,IT IS NOW YEARS DOWN THE LINE AND I AM STILL SETTING BEFORE THIS COMMITTEE AND ASKING FOR HELP, HELP FOR DROP-A-DIME, HELP FOR TREATMENT ON DEMAND AND HELP FOR THE YOUTH WHO ARE THE NEW AND VERY YOUNG....DRUG ABUSERS FOR THE "90"s. DROP-A-DIME,IS AN ANTI-DRUG ANONYMOUS TIP LINE,IT'S THE INFORMATION CONDUIT BETWEEN THE LAW-ENFORCEMENT COMMUNITY AND THE RESIDENTIAL COMMUNITY.DROP-A-DIME,ALSO, PROVIDES EDUCATIONAL MATERIAL SUCH AS THE BOOK; DRUGS IN BOSTON, NEIGHBORHOOD-WATCH MANUAL. (INC:SPEACH,TRAINING MANUAL).

THANK YOU,

GEORGETTE WATSON,

PRESIDENT & CO-FOUNDER.

Boston

February 1, 1989

To Whom It May Concern:

I would like to take this opportunity to go on record in support of the efforts made by Drop-A-Dime Report Crime Intelligence Data, Inc. Drop-A-Dime has proven to be a provider of valuable assistance to the officers of the Boston Police Department.

Over the past five-and-one-half years, Drop-A-Dime has emerged as a leader in community crime watch organizations, due in large part to the dedication and tenacity of their small, but capable staff. Drop-A-Dime continues to provide the Boston Police Department with vital intelligence information, mostly regarding the trafficking and use of drugs within the City's neighborhoods. Needless to say, the information received from Drop-A-Dime has proven to be of assistance to the police department, and has resulted in numerous arrests over the past five years.

An example of Drop-A-Dime assistance can be demonstrated by citing some statistics for calendar year 1983. These statistics are complete, with the exception of those for Area B, due to the sheer volume of tips submitted for Roxbury-Mattapan. In 1988, we have compiled 364 submitted tips with documented follow-up. From these tips, the Boston Police Department made 29 arrests, which translates into an 8% success rate. In summation, one of approximately every twelve tips submitted results in an arrest based on this data.

The Boston Police Department is very grateful to Drop-A-Dime for the service they have provided to us, and we look forward to continuing our successful relationship with them in the future. It is with great pleasure that I offer my support to Drop-A-Dime and their efforts to maintain the quality of life throughout the neighborhoods of Boston.

Sincerely,

Joseph C. Carter
Superintendent, Chief
Bureau of Special Operations

JCC/bvr

Raymond L. Flynn, Mayor/POLICE DEPARTMENT/154 Berkeley Street 02116

PRESIDENT'S REPORT

(Mission statement)

In 1983, DROP-A-DIME, the anonymous anti-drug tip line was created because of an out-dry for relief from the illegal drug activity that was devastating a community in the Boston area. The purpose for the tip line, is to provide information about illegal drug activity to law enforcement by community residents.

The line ensures confidentiality to the informant, thereby eliminating the fear of reprisal. In turn, the information that is provided is forwarded to law enforcement for proper action. Unfortunately in 1983, there was a lack of trustful communication between the residential community and the police department. DAD has provided a communication tool that has also improved community-police relations. This has occurred because the Boston Police submits a report to DAD on the results of their investigations of the information provided by the tip line which enables DAD to give subsequent follow-ups to those community residents.

Now in 1988, DROP-A-DIME is servicing thousands of residents living in Boston and other parts of Massachusetts. It has become a national model in providing workshops across the country. The long range goal is to have citizens become involved with controlling their neighborhoods against street level drug trade. The formation of chapters and or affiliates would track license plates and persons involved with the illegal drug trade thereby creating a grass roots communication data bank.

DROP-A-DIME's phone system has expanded this year to ten lines, we have modernized our office equipment to include facsimile and computerization. VISTA/ACTION provides us with volunteers trained for community mobilization. All of these acquisitions enable us to work towards our goal of becoming institutionalized.

It has become the mandate of DROP-A-DIME to build communication between law enforcement and community residents, to decrease the illegal street drug trade, and service a large network of callers consisting of all races and backgrounds.

It is our pledge at DROP-A-DIME to continue to provide confidentiality to the caller and continue to assist others with developing self help abilities to conquer the war against drugs.

Georgette Watson
President and Co-founder

TESTIMONY OF AMANDA HOUSTON FOR THE SELECT COMMITTEE ON NARCOTICS ABUSE AND CONTROL

Hearing held at Roxbury Boys and Girls Club

Friday, October 6, 1989

Note: Amanda Houston was unable to attend
the [illegible] [illegible] that [illegible] the
[illegible] requested to make her
written statement a part of the
hearing record.

I HAVE LIVED AT MY PRESENT ADDRESS FOR TWENTY YEARS. I HAVE LIVED IN THIS COMMUNIT MOST OF MY 64 YEARS. THIS SHOULD MAKE IT APPARENT THAT I CARE A GREAT DEAL FOR THE ROXBURY NEIGHBORHOOD AND ITS PEOPLE. THE CHOICE TO LEAVE OR STAY UNTIL RECENTLY WAS MINE. I STATE THIS ONLY TO EMPHASIZE HOW SERIOUS I AM AS I MAKE MY STATEMENT.

THANK YOU FOR COMING TO MY NEIGHBORHOOD TWENTY YEARS TOO LATE. WE, WHO HAVE INVESTED OUR RESOURCES AND LIVES IN THE COMMUNITY HAVE CRIED OUT FOR HELP LOUDLY AND CLEARLY FOR YEARS. WE DID NOT CLUMP TOGETHER IN SHADOWS AND GRIPE TO OURSELVES BUT OPENLY VOICED OUR CONCERNS AND FEARS AS WE WATCHED THE SO CALLED DRUG PROBLEM GROW. WE MET WITH PRESENT AND FORMER MAYORS AND WITH THE PRESS PROCLAMING THAT OUR NEIGHBORHOODS WERE UNDER SIEGE AND THAT THE QUALITY OF OUR LIVES WAS BEING DESTROYED. NOW THAT THE ADMISSION THAT THE UNITED STATES HAS A "DRUG PROBLEM" IS "HOT" AND "IN" AND LET US NOT FORGET "EXOTIC" WE ARE NEITHER FLATTERED NOR IMPRESSED WITH THE ATTENTION WE ARE NOW GETTING.

TO THE RESIDENTS OF HOMESTEAD STREET, THE "DRUG PROBLEM" FIRST AND FOREMOST MEANS THE PHYSICAL AND MENTAL LOSS OF OUR YOUNG PEOPLE. FOR DESPITE OUR FEAR OF THEIR GUNS, SUPPLIED TO THEM BY ADULTS FROM OUTSIDE THE COMMUNITY, WE LOVE OUR CHILDREN AND TAKE NO JOY IN THE TROUBLED CONFUSION OF THEIR PRESENT LIVES. THIS IS A POOR WORKING CLASS NEIGHBORHOOD OF BLACKS AND HISPANICS. MANY OF THEM HAVE LIVED HERE FOR TWENTY-FIVE AND THRITY YEARS. IT IS A WONDERFUL MIX OF PROFESSIONALS, SEMI-PROFESSIONALS AND PLAIN OLE WORKING FOLKES. MOST OF THE OLD TIME RESIDENTS HAVE ONLY THEIR HOMES TO SHOW FOR THEIR LIFETIME OF WORK. WE LIVE AS SECOND CLASS CITIZENS OF THIS CITY, UNABLE TO GET PROPER CARE OR SERVICE FOR OUR HANDICAPPED AND ELDERLY, NO DELIVERY SERVICE FROM COMMERICAL VENDOWS SUCH AS FOOD DELIVERY FROM SUPERMARKETS, LAUNDRY AND RUG CLEANING AND, AND HOME EXAMINATION FOR VARIOUS INSURANCES--ALL READILY AVAILABLE THROUGHOUT THE CITY. OTHER THAN MEETINGS ABOUT THE "DRUG PROBLEMS" LITTLE SOCIAL LIFE GOES ON. OUR FRIENDS WHO LIVE OUTSIDE THE AREA ARE TERRIFIED TO COME INTO THE "CASBAR." MANY OF

OUR CHILDREN HAVE NEVER BROUGHT A FRIEND HOME TO SPEND THE NIGHT. THIS STIGMATIZES THE YOUNGSTERS ON THE BLOCK. IT COSTS A PREMIUM TO LIVE IN THE AREA FOR WE MUST PUT UP FENCES WE DO NOT WANT, INSTALL LIGHTS AND OTHER SAFETY DEVICES. YET EVEN AFTER THESE PRECAUTIONARY STEPS ARE TAKEN, WE CANNOT PLANT FLOWERS IN OUR TWO BY FOUR YARDS. THE DEALERS PLANT THEIR CROPS FIRST--OFTEN LEAVING BEHIND DANGEROUS DRUG PARAPHERNALIA FOR OUR CHILDREN AND GRANDCHILDREN TO PLAY WITH. THIS AND THE FACT THAT THEIR FRIENDS ARE AFRAID TO VISIT IS VERY HARD ON THE CHILDREN. WHILE OTHER PROPERTY VALUES IN SURROUNDING AREAS HAVE ESCALATED OUR PROPERTY HAS DECLINED. I COULD GO ON BUT WE ALL KNOW THAT WHEREVER THIS COMMISSION HEARS TESTIMONY THE STORY IS THE SAME. MIDDLE CLASS BLACK AND HSIPANIC NEIGHBORHOODS LOOK LIKE SOWETO, SOUTH AFRICA.

SOLUTIONS? ROXBURY AND OTHER ROXBURYS ALL OVER THIS COUNTRY HAVE ENDURED YEARS OF DEATH, DESTRUCTION, AND DEVESTATION--THE VERY WORDS USED TO DESCRIBE HURRICANE HUGO. NOW THAT THERE IS ACKNOWLEDGEMENT OF THE "DRUG PROBLEM" EVEN IN THE WHITE HOUSE, THE NEXT LOGICAL STEP IS FOR THE FEDERAL GOVERNMENT TO DECLARE THE AREAS UNDER DISCUSSION DISASTER AREAS AND OFFER THESE NEIGHBORHOODS THE POWER AND RESOURCES TO BRING THEM BACK TO DECENT STANDARDS AND QUALITY DUE LAW ABIDING CITIZENS OF THIS COUNTRY. THIS WILL BE DONE IF YOU ARE SERIOUS. IF YOU ARE HERE TO PASS OUT A FEW PATRONAGE JOBS, AND A FEW BUCKS FOR SHOWTIME, NOTHING WILL CHANGE, OR MORE ACCURATELY WILL BECOME WORST AND WE THE RESIDENTS OF THESE COMMUNITIES WILL BE MORE VICTIMIZED.

AS THE OLD BLUES SONG STATES " I SENT FOR YOU YESTERDAY AND HERE YOU COME TODAY." YOU KNOW MY STORY, I HAVE BEEN POLITE ENOUGH TO RETELL IT TO YOU, NOW I WANT TO KNOW YOURS. THANK YOU.

METRO-BOSTON ALIVE
116 Roxbury Street
Roxbury, Massachusetts 02119

Telephone: 427-8192

October 6,1989

Honorable Charles B. Rangel, Chairman
U.S. House Of Representatives
Select Committee On Narcotics Abuse And Control

Mr Chairman and other Honorable Committee Members:

I would like to welcome you to Boston and particularly to my community of Roxbury. I'm very honored to appear before this committee on Narcotics Abuse and Control.

My name is Gregory Davis, I was born and raised here in Roxbury. I am presently the founder and executive director of Metro Boston Alive (see attach sheets), Educational Consultant for Freedom From Chemical Dependency and Clinical Coordinator for the Dimock Detoxification Unit here in Roxbury. I'm so emotionally touched to appear today to address this committee on such a personal issue which is so close to me because I am a recovering addict, who by the Grace of God, has been able to turn twenty-five years of active use and addiction to drugs, and who witnessed my mother and brother die from alcohol and other drugs into a life free from all Mood Altering chemicals for over seven years. Today I have choser to use my life to support the sick and suffering casualties of this drug war by being an excample by living drug free and directing them into treatment and empowering them through education to make the kind of choices which will enable them to live free again.

I have however, been sadden over the past few years of my recovery, as I continue to see my young and old brothers and sisters of all races and their parents fall victims of drug abuse and drug dealing. Our society has become more reactive with incarceration as an alternative to treatment when now is the time for our nation to become pro-active for treatment and economic opportunity for those members of our society victimized by the killer Cocaine, Crack, Alcohol and Herion. We can no longer Bandaid the drug problem just with law Enforcement, Jails and stiffer laws. We realize that we need to take a Wholistic approch which must include treatment expansion, employment opportunity and education.

Most addicts and alcoholics in this community and across this country are poor, unemployed, people of color and without health insurance, which prevents them from entering most Detox and treatment programs. In Roxbury there are at least three Free-Detoxification units. Addicts are still turned away due to lack of bed space which is due to the lack of commitmer of our system (Government) to fund or expand programs of this nature.

Continued on page two;

"WE CARRY THE MESSAGE"

The Results:

This past summer, my community experienced "Terror and Violence" due to drug related Turf Wars, amoung our youth involved in so-called "Gangs". An eleven year old girl was killed while sitting on a mailbox in front of her home, while youth were driving by shooting at rivial gang members.

A mother was shot in a neighborhood park while playing with her little girl when rivial gangs had an all out shooting for so-called respect.

A off-duty security guard was butality beaten and stabbed to death by youth while working through a neighborhood park. There has been random shooting sprees thouthout my community amoung our youth.

The most recent killing which still stands strong in our hearts and minds was the death of a community activist and minister of the Nation of Islem who worked closely with the gangs.

Our school system has become both a "Policial Football and resembles a prison with security and violence. I have found that "Fourth graders" are experiencing the so-called "Safe Drug", alcohol, and seven out of ten students from the tenth through twelth grade are using either weekly or daily the "High Class drug Cocaine. We as a society don't support the "Non Users" we continue to focus on the dealers and users . The Parent, has no place to deal with their feelings and don't trust the system and are left with the confussion and pain of their childr who may be using or selling drugs.

The Church, is struggling to protect it's own group and our Family Structure has collapsed. Hopelessness and powerlessness is the family experience from this drug war.

Recommendations:

We must as a Community, City, State and Nation began to send a message that"A Drug Is A Drug, Is A Drug", including Alcohol.

We must do more to support the "Non Users" in our schools and communities.

Parents must have a place in the community that is safe to deal with their feelings and learn how to not enable their children but to support their children with education and knowledge of drugs and how it affects the total family.

Detoxification and Treatment programs must be expanded to service those members of our societ who needs and want it.

Education is the Key to this War on Drugs, we must use education towards family and communit empowerment. We can no longer rely an outdated booklet for Drug Free Schools which our Drug Czar Mr Bennett believes is effective.

We must use the experiences of "Recovering men and women" in our educational agenda in our schools.

Funding priorities must be in the areas of Treatment and Housing and for once, Law Enforceme need to follow. This war cannot become a "Political resolution but a Human resolution that is Just and Humane. People of Color and Poor, Homeless can no longer be the casualties of t war.

METRO-BOSTON ALIVE

116 Roxbury Street
Roxbury, Massachusetts 02119

Telephone: 427-8192

HISTORY AND PHILOSOPHY

Metro-Boston Alive was founded by three recovering addicts, in February, 1986. These three people shared common experiences and personal goals for themselves and for their people. Two of these recovering addicts were Black and the third White. They felt the need to find a way to give back to their communities what God had given so freely to them --- The Awareness of Life and the process of Living a Drug-Free Life A Day at a Time.

They began to talk with other recovering men and women and soon found they shared the same commitment towards giving to others in order to keep their gift which God had given to them.

Our collective experiences became one common goal which was to become active in our community to create a Safe place where newly recovering addicts can become exposed to our journey of recovery, a place where they can enhance their new life through learning, sharing and socializing with other recovering addicts. Our method began to take the form of education and outreach into our community regarding the reality of the Killer of our children and adults...Drugs, Alcohol and Crack addictions.

We developed a basketball, softball and volleyball team, which began to travel into the Massachusett/Correctional Institutions to create competition and fellowship with the prisoners. This method became our first step towards "Carrying the Message" of Recovery to men and women. We became "Living proof of this message - that there is Life, Hope and Opportunity to live and become productive members of our community upon release from Prisons, Treatment Facilities, and Hospitals. We are committed towards continued support and to carry the torch of love which our own fellowship of N.A. and A.A. gave us. We make ourselves available for other addicts seeking help during the early transition into this new life.

Our group began to organize weekly dances to continue to provide that safe place for addicts recovering, where they could socialize in a clean and sober environment, which enabled them for the first time to share, learn and establish support systems.

We have added a Youth Component to our organization: youth helping other youth by going into schools, churches, and community centers carrying the message of a drug free life.

We travel as a group throughout the country in fellowship with other men and women in recovery. Through the use of sports such as basketball and volleyball, through sharing in workshops, socializing at dances and outings we help create unity among recovering addicts nation wide.

"WE CARRY THE MESSAGE"

METRO-BOSTON ALIVE
116 Roxbury Street
Roxbury, Massachusetts 02119

Telephone: 427-8192

MISSION STATEMENT

We seek to create and preserve in the city of Boston an atmosphere to bring those who perceive themselves to be outside, into the inside of this community. For men, women, and children to come together in comfort and safety in respect and openness. To share cultural understanding and to educate one another. We seek to break down barriers between people and lift up and celebrate the diversity and commonality of people in our community. We intend to do this through festival, celebration, service and meetings, social service advocacy, and most importantly - education of those without material access or means. Those struggling for self-determination and empowerment, we exist, as brothers and sisters in fellowship with one another, struggling to be, to know, to serve, to live. The uses and principles are those of the best of spiritual traditions we seek - RECONCILIATION, PEACE, and JUSTICE.

"WE CARRY THE MESSAGE"

METRO-BOSTON ALIVE
116 Roxbury Street
Roxbury, Massachusetts 02119

Telephone: 427-8192

STATEMENT OF PURPOSE

Our purpose is to educate, support and be available to addicts seeking help from the addiction of drugs.

We are organizing in our community to become a non-profit organization.

We believe that in order to fight off this killer known to us a drug addiction, it is important that all concerned people of our communities and cities work together. We must work with the police, courts and other community agencies, to make life liveable and safe in our communities.

EDUCATION: We have committed our organization to go to schools, churces and community agencies to share our experiences and knowledge of addiction to youth, families and friends of addicts still using.

We establish workshops and seminars on the process of recovery and the need for support systems.

We refer addicts seeking help to treatment centers and detox units.

SOCIAL: We provide dances weekly, trips and outings so newly recovering addicts, their families and friends can experience a Sober and Clean social environment which enhances their recovery.

We established an annual Christmas party for children of single-parent households, and children of parents in recovery.

We host an annual banquet to give appreciation and acknowledgment to the community and Metro-Boston Alive members who have given of themselves to help addicts who still suffer.

OUTREACH: We participate in community forums, seminars and workshops, educate our public to the realities of drug addictions.

We participate in the political arena to bring an awareness to our politicians that there our people who are suffering and homeless who are being neglected, and need help.

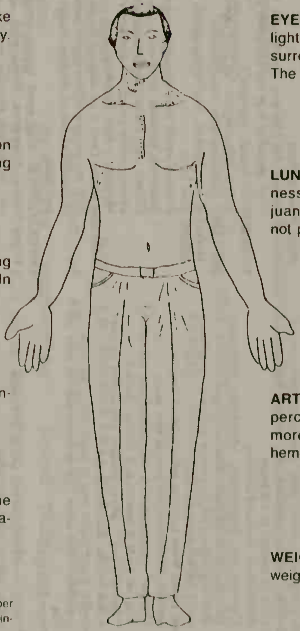
We work against crime, drug dealing and incarceration of sick people within our community.

Our purpose is Education and Support--not incarceration.

"WE CARRY THE MESSAGE"

“CRACK” COCAINE

Effects on the Body



Crack reaches the brain 4 to 6 seconds after smoke is inhaled. The drug's impact begins immediately. The average high per $10 buy is 5 to 7 minutes.

BRAIN. The biochemical state is altered. Addiction takes place faster than any other drug — including heroin.

HEART. Heartbeat becomes more rapid, increasing by 30 to 50 percent, and may become irregular. In rare instances, may cause heart attack.

LIMBS. May convulse as muscles involuntarily contract.

CENTRAL NERVOUS SYSTEM. Stimulation of the system produces euphoria, talkativeness, hallucinations, irritability and suspicion.

NOTE: There are indications that the paranoia and violent temper outburst often accompanying cocaine abuse are increased in intensity among those who "free base."

EYES. Pupils may dilate, becoming more sensitive to light. This may cause user to think he sees "halos" surrounding objects on which he attempts to focus. The halo effect is often called "snowlights" by users.

LUNGS. Chronic Crack smoking may lead to hoarseness and bronchitis, similar to the effects of marijuana or tabacco smoking. Cocaine snorting does not produce the same effect.

ARTERIES. Blood pressure increases from 10 to 15 percent. Blood coursing through the vessels at a more rapid speed may cause, in rare cases, brain hemorrhage.

WEIGHT. Cocaine use can lead to severe and rapid weight loss.

Raymond L. Flynn,
Mayor of Boston
Francis M. Roache,
Boston Police Commissioner

CITY OF BOSTON PRINTING SECTION

DRUG FACTS

ALCOHOL: (slang: booze, brew)
Method of Use: Oral
Effects: Last 4-12 hours
Relaxation, decreased alertness, impaired coordination
Chronic use: brain, liver, and stomach damage
Additional Facts: A 12-ounce can of beer, 4-ounce glass of wine, and 1-ounce of liquor all contain about the same amount of alcohol. Alcohol is burned at the rate of 1/2-ounce per hour. Nothing will speed up this process.
Note to Parents: A number of parents find that their own liquor supplies have been watered down or replaced by water (gin or vodka bottles). It is recommended that if parents are concerned that their child and/or friends may be tempted, that liquor at home be either locked or removed from the home.

COCAINE: (slang: coke, snow, caine, toot, happy dust, uptown)
Method of Use: Snorted or sniffed, oral, smoked, injected
Effects: Lasts 20 minutes to 4-8 hours
Exhilaration, increased alertness
Chronic use: restlessness, irritability, personality changes, psychosis, depression, and fatigue
High dependence (of 10 users 4 will have "problems," and 2 will become addicted)
Additional Facts: When taught to self-administer cocaine, animals will continue the process until death.
Cocaine's reputation as a recreational and expensive drug has made it popular as a "status" symbol
"Speedballing": taking cocaine and heroin together (cause of John Belushi's death)
Paraphernalia: Razor blades used to make "lines" for nasal ingestion, rolled dollar bills or straws used to snort the line
Street Price: $100/gram

LSD: (Lysergic Acid Diethylamide) (slang: acid, trips, cubes, window pane, microdots)
Method of Use: Oral
Effects: Lasts 8-14 hours
Alteration of perceptions, breakdowns of inhibitions, euphoria, relaxation
Chronic use: Increased delusions, panic, psychosis
Low dependence
Additional Facts: LSD is many thousand times more powerful than any other hallucinogen and will produce "flashbacks" or recurrence of hallucinations and experiences often resulting in extreme psychosis
Street Price: $5/hit
Note to Parents: Low grade LSD is being sold as mescaline.

MARIJUANA (Cannabis Sativa): (slang: pot, grass, hash, joint, weed, chi, bones, reefer)
Method of Use: Smoked, oral
Effects: Lasts 2-4 hours
Relaxation, euphoria, increased pulse, alteration of inhibitions
Chronic use: distorts memory; effects reproductive capabilities; damages lung and lung function; psychosis
Moderate to high dependence
Additional Facts: The most active mind-altering agent in marijuana is THC. The THC from one "joint" takes 4-6 weeks to be eliminated from the body.
Carcinogenic potential: marijuana has a 21 times greater cancer risk than tobacco. Also raises risk of emphysema and bronchitis.
Paraphernalia: Cigarette papers to roll joints, water pipes, home-made water pipes
Street Price: $60/ounce

MESCALINE: (slang: beans)
Method of Use: Smoked or swallowed as capsules or tablets
Effects: User feels first effects of drug 30-90 minutes after taking it
Dilated pupils, higher body temperature, increased heart rate and blood pressure, sweating, loss of appetite, sleeplessness
Alterations of perceptions
User may feel several different emotions at once or swing rapidly from one emotion to another.
Additional Facts: Mescaline comes from the peyote cactus and although it is not as strong as LSD, its effects are similar.
Street Price: $3-5/hit
Note to Parents: See LSD note regarding the fact that most street mescaline is in fact low-grade LSD.

MUSHROOMS: (slang: "shrooms")
Sold as hallucinogens. See LSD (above).

PCP: (slang: angel dust, killer weed, crystal)
Method of Use: Smoked, swallowed, snorted, injected
Effects: Time varies
Reaction varies from relaxation and euphoria to vivid distortions, paranoia, psychosis
Chronic use: memory disturbances, speech problems, anxiety, violent and/or self-destructive behavior
Moderate to high dependence
Additional Facts: There is no antitoxin for the effect of PCP, and because of the unpredictability of effects, it is considered one of the most dangerous street drugs used today.

AMPHETAMINES: (slang: speed, uppers, bennies, crystal meth)
Brand Names: Benzedrine, Biphetamine, Desoxyn, Dexedrine, Methedrine, Preludin.
Method of Use: Oral, injected
Effects: Lasts 4-12 hours
Increased alertness, excitations, anxiety, dilation of pupils, loss of appetite
Chronic use; irritability, restlessness, insomnia, psychosis
High dependence
Additional Facts: Test animals will self-adminster amphetamines until death. Users "feel better" under the influence of amphetamines, but their performance deteriorates.

BARBITURATES AND RELATED SEDATIVES: (slang: reds, yellow jackets, barbs, downers, ludes, sopors)
Brand Names: Amytal, Nembutal, Phenobarbital, Seconal, Tuinal, Doriden, Quaalude, Sopor, etc.
Method of Use: Oral, intravenous, rectal
Effects: Lasts 2-12 hours
Relaxed, decreased alertness, impaired coordination, sleep
Chronic use results in brain and liver damage, confusion, withdrawal.
High dependency
Additional Facts: Barbiturates and alcohol are deadly in combination. Many accidental overdoses involve the mixing of the two.

City of Boston • Mayor Raymond L. Flynn

For
Individuals
Recovering
Sound
Thinking, Inc.

Chairman
Locksley Bryan
Vice Chairmen
Noel Johnson
Eric Grey
Clerk
Idris Bilal
Treasurer
Barrington Henry
Executive Director
Nathaniel Hakim Askia

Administrative Offices
34 Intervale Street
Dorchester, MA 02121
(617) 445-6009

The FIRST STEP Counseling Center
34 Intervale Street
Dorchester, MA 02121
(617) 445-5230

The FIRST ACADEMY
167 Centre Street
Roxbury, MA 02119
(617) 427-1588

The FIRST Hispanic Academy
Casa Don Pedro Albizu Campos
80 Hamilton Street
Dorchester, MA 02121
(617) 265-5852

Algonquin Academy
22 Algonquin Street
Dorchester, MA 02122
(617) 265-3639

The FIRST/YTT Prison Project
370 Blue Hill Avenue
Dorchester, MA 02121
(617) 445-0522

Project Self Help
34 Intervale Street
Dorchester, MA 02121
(617) 445-5230

The FIRST AIDS Project
5 Washington Street
Dorchester, MA 02121
(617) 427-1008

The Massachusetts Drug & Alcohol Hotline
34 Intervale Street
Dorchester, MA 02121
(617) 445-1500

TESTIMONY

by

Nathaniel Hakim Askia
President
For Individuals Recovering Sound Thinking, Inc.
34 Intervale Street, Dorchester, MA 02121

Given before the HOUSE SELECT COMMITTEE ON NARCOTICS
Friday, October 6, 1989

My name is Nathaniel Hakim Askia. I am the President of an organization called For Individuals Recovering Sound Thinking, Inc., also known as F.I.R.S.T., Inc., which is the oldest community-based drug rehabilitation program in Massachusetts, and the largest drug treatment program in the city of Boston, where we have been located for the past 22 years. I am also Chairperson of Senator John Kerry's Advisory Committee on Substance Abuse but, rather than boring you with my credentials, I would like to take the next few minutes to explain to you how the people in our community view President Bush's War on Drugs.

First of all, we applaud any and all efforts to fight drug abuse because no community has been harder hit by drugs and the violence that has become associated with drugs. Simply put, the violence around narcotics trafficking is the worst that it has ever been in this country, to the point where no one feels safe walking the streets. The violence is everywhere, to the point where members of my own family have been wounded in the shootings.

So, we are very grateful for everything that the President is doing on the issue of drug abuse, but we also have some serious questions about how the war on drugs is going to be fought.

We have heard a great deal about reducing the demand for drugs through sterner enforcement of existing laws, and specifically through harsher penalties for the casual user. Behind these statements, we hear a dangerous trend toward blaming the victim once again. It has taken two decades for the American people to understand that drug abusers are sick people who need help, not criminals who need to be incarcerated.

If we allow this new attitude to prevail, it will have the opposite effect to the one the president intends. Instead of driving drug abusers into treatment, it will drive them away from treatment. If they think of themselves as criminals, rather than as sick people, they have no incentive to seek the help they need.

It is our feeling that the people who are formulating and implementing drug policy do not understand or believe this, and they are communicating their belief that everyone who uses drugs is a criminal to the media and through the media to the general public.

If the president continues to underscore the concept that all drug abusers are criminals, it will become increasingly difficult for us to reach a generation of young people who many in authority have written off as a lost cause, something we cannot permit them to do because they are also our children.

The administration has underscored its emphasis on increased enforcement with a proposal to spend $1.5 billion to construct an additional 24,000 prison beds. Everyone agrees that we need far more than 24,000 additional beds to meet the current demand. We felt that the money would be better spent on the construction of an additional 150,000 residential treatment slots, where drug abusers could get treatment instead of detention.

We were very pleased to hear that Congress had added an additional $900 million to the $323 million proposed for prevention and treatment activities, but we remain convinced that the resulting $1.2 billion budget for treatment and prevention falls far short of what we need in order to provide treatment on demand.

In Boston, it is our strong belief that the only solution to the demand side of the drug problem is to provide treatment on demand for substance abusers. Treatment on demand, as you know, means that we need to have an empty bed immediately available for anyone who wishes to enter treatment.

The current budget for the war on drugs fall far short of that goal.

It is a drop in the bucket because, according to the President's own estimates, there are a minimum of 2.5 million cocaine addicts in America, the majority of whom will need some form of residential care during the recovery process. No one knows precisely how many treatment beds now exist, but the total amount allocated for treatment and prevention services would fund the construction of 120,000 treatment beds, less than five percent of the number required to provide treatment on demand for America's 2.5 million cocaine addicts alone. When we include the total of all chronic drug abusers, we probably have less than two percent of the spaces we need to provide true treatment on demand.

Of course, no one actually expects the Bush administration to put $1.2 billion into the construction of new treatment facilities but, even if they did, they would find that it takes upwards of a year to develop a single new 25 bed facility, and that it can take twice that long to recruit and train the counselors that are needed to run such a facility.

Which brings up a series of questions that we would like to have answered.

How much of the money for prevention and treatment will actually be made available for residential treatment, which has been demonstrated to be the most effective form of treatment?

How will these funds be distributed? Will they be funneled through state agencies, or will they come directly from the federal government? We believe that the funding should come directly from Washington to the treatment programs.

However the funds are funneled into the community, we need to know whether this is a one-time, one-shot deal, or if the government is prepared to stand behind drug treatment with multi-year funding to underwrite the cost of operating the programs.

We would also like to know whether the operating funds will be provided on a cost reimbursement basis, or a fee for service basis. This is very technical, but very important. Under fee-for-service funding, a treatment program is only paid for the number of days that a client is actually in each of the program's beds.

That makes it nearly impossible to implement a "treatment on demand" approach because we can't afford to hold any beds open for new clients if we aren't being paid for those beds. What we need is a cost reimbursement approach that reimburses the treatment program for the full cost of keeping the facility open and staffed, whether there are five clients in the facility, or fifty.

Cost reimbursement contracting is very unpopular in these days of tight budgets and funding constraints, but there can be no treatment on demand without cost reimbursement funding, and without treatment on demand, we will never make a serious dent in the demand side of the drug problem.

TESTIMONY

TO

SELECT COMMITTEE ON NARCOTICS ABUSE AND CONTROL

PRESENTED BY:

ALBERT D. HOLLAND, HEADMASTER
JEREMIAH E. BURKE HIGH SCHOOL
60 WASHINGTON STREET
DORCHESTER, MA 02121

OCTOBER 6, 1989

BOSTON PUBLIC SCHOOLS

THE JEREMIAH E. BURKE HIGH SCHOOL

ALBERT D. HOLLAND
Headmaster

Chairman Rangle, Congressman Moakley, and Members of the Select Committee on Narcotics Abuse and Control:

I appreciate this opportunity to share with you my views on drug abuse in the Roxbury/Dorchester Community.

As a life long member of the Roxbury/Dorchester community, and as an educator in an inner-city high school, I have witnessed and experienced the personal tragedy of drug abuse within my own family, as well as in my community. The devastating effects of drug abuse have no boundaries--no race, no nationality and no economic barriers. The problems of drug abuse are by far the most pressing issues for this community, and for this nation to address. However, it is not a new problem for the Black Community. For many years, it has been an issue that politicians and other decision-makers have chosen to ignore as long as this problem remained within the confines of the Black Community.

We now come to a point in time that the President of the United States has declared drug abuse to be a national problem, with a national strategy to combat that problem. As the Select Committee on Narcotics Abuse and Control, I want to ask, "Would you be here today if the problem had remained solely in the Black Community?"

60 WASHINGTON STREET, DORCHESTER, MASSACHUSETTS 02121 • 427-0240 AREA 617

As Headmaster of a high school which is located at the gateway to Boston's "reported" drug community, where drugs can be purchased on the street corners and in the dark hallways of our tenement buildings; I have witnessed the effects of drug abuse on a daily basis. It has divided families, causing children to turn against their parents, parents to turn against their children, brothers to kill brothers and has devastated the entire family structure. It has taken its toll in the countless wasted lives of our children, our youth and our adult population. Drugs also have no boundaries with regard to age. The widespread use of crack, cocaine, heroin, marijuana and other illicit drugs have caused increased crime and violence to plague this community. Our young people are confused and are developing a distorted sense of value which leads to the formation of such aberrations, as youth gangs. The increased youth gang violence that our community has experienced has a direct relationship to the widespread use of drugs. It should also be noted that the glorification of gang violence and drug abuse by the media exacerbates the problem. This media portrayal has had a negative effect on this community and other Black Communities across this nation.

When our young people and our community are continually portrayed in a negative light, there is a ripple effect. It sends a message of hopelessness which attacks one's self-worth and self-esteem. It also sends negative messages to those who are in a position to positively effect the lives of our young people.

The epidemic of drug abuse is real. A comprehensive approach must be taken to combat the problems of drug abuse. This nation and the people in this city who make the decisions must provide the necessary resources and support to combat this problem. We cannot continue to cut-back programs and services that address the needs of the economically disadvantaged. As political leaders, you know that children learn better when they are able to come to school fed, when they come from homes with adequate health care, when they have adequate shelter, and the discipline and love from a caring family structure. Those children have a greater chance of survival. On the other hand, to build more prisons, to send more people away, deals with the problem after the fact. We need to consider making an investment in preventing the causes of drug abuse which force young people into situations where the drug trade becomes more lucrative than earning an honest living, more lucrative than attending school, and more lucrative than being a good citizen.

There is no question in my mind that drug abuse has had the effect of someone dropping a silent atomic bomb. However, within this community, there are far more good youngsters who are trying to combat this problem, and stay away from drugs and teenage violence caused by the drug trade. This city and this nation cannot afford to abandon our youngsters as they did in the 70's and 80's.

There has to be a re-investment made in our community. Let us consciously commit to encourage, to support, to educate, to nurture and to give guidance to our young people who stand up against the pressures of drug abuse and crime. Even with all the negative things being said about our community, there are young people living in this community, attending school, graduating, going on to college and work and being productive citizens.

I would recommend, therefore, that more resources be put into the prevention of crime and drug abuse while at the same time place more emphasis on the positive occurrences and refrain from magnifying or gloryfying the negatives. In this way, we will send more messages of hope rather than hoplessness.

Thank you.

Albert D. Holland

Albert D. Holland
Headmaster

PREPARED STATEMENT OF WILLIAM CELESTER

Chairman Rangel, Congressman Moakley and Members of the House Select Committee on Narcotics Abuse and Control:

As Deputy Superintendent in command of Boston's Police Area B I witness on a daily basis the tragic impact of drugs and drug related violence on the community. I am fortunate in that I police an area which has a community united and committed to working with the Police Department to win the war on drugs. I am here today to share with you a picture of what this community, and communities like this one across the commonwealth and the country face daily.

Area B is populated by approximately 120,000 residents, roughly sixteen percent (16%) of Boston's residents. It encompasses a little more than eight square miles of Boston's forty-six square miles and is the center of Boston's minority community. Approximately 80% of the area's residents are African-Am[illegible]. Additionally, hispanics and asians are represented in the population. Nine public housing developments and over 80% of all of Boston's H.U.D. owned units are located within Area B. This area reports one quarter (25%) of Boston's serious crime, a crime rate driven in great part by a drug trade which gained a foothold in this area in the early 1980's. This small geographical area reports almost half of Boston's drug arrests (48%) and sixty percent (60%) of Boston's homicides. Drug arrests in Area B have skyrocketed over the past four years with a 211% increase while this year alone drug arrests in Area B have increased twenty-five percent (+25%).

Th[illegible]tics paint a grim picture of the quality of life in Area B, there [illegible] successes in the community, mainly attributable to the invaluable [illegible]port of religious, business and civic leaders along with numerous community based organizations. In addition, an unprecedented commitment of resources from Mayor Flynn and the infusion of police services by Commissioner Roache resulted in a nine percent decrease (-9%) in serious crime and a seven percent decrease in violent personal crime (-7%) on Area B. Drug and gang related homicides in this neighborhood and neighborhoods throughout Boston decreased a remarkable forty-four percent (-44%) and weapons seizures increased thirty percent (+30%).

The successes, while significant, do not negate the serious personal tragedies which have resulted from the continued infusion of drugs into the community. Specifically:

> Cocaine, the most prevalent drug at the moment, has accounted for 1,415 arrests by Area B for the first eight months of this year as opposed to a total of 938 for 1988 in its entirety.

Heroin arrests in the area have decreased from 725 arrests from January to July of 1988 to 628 during the same time period of 1989. Even considering the decrease in arrests, there remains a significant presence of this drug in the community.

Marijuana arrests have increased during the same time period from 350 to 418.

Overall, drug arrests in the area increased during the time period of January through July of 1989 to 2,461 up from 2,013 during the same period. Additionally, I think it is worth noting that the majority of these arrests have occurred on or around public housing and H.U.D. properties. The arrests show that the drug abuse problem has touched all parts of our community: children, teenagers, adults, men and women. It is increasing most dramatically among our youths.

The Department's comprehensive strategy against drug and gang related violence included the deployment of two special tactical units, the Power Patrol and Operation SAV an intensified intensified investigative effort by the Boston Police Gang Task Force (netting 48 indictments against gang members to date). Also, SPECDA/DARE drug education officers officers participated in a number of citywide youth outreach programs and the Drug Control Unit aggressively pursued the eviction of tenants convicted of drug dealing in public and private housing. Recently, the Boston Police Drug Control Unit assigned detectives to a joint Boston Police-DEA task force.

Yet even the best of local law enforcement strategies cannot succeed over the long term without the spirit of cooperation and singularity of purpose among the municipalities, states and federal government. The foundation of our democratic society is being treacherously weakened by the plague of drugs; the quality of life of our citizenry has been eroded; to reverse this we must form a unified front. To do so requires not only financial commitment but personal commitment; commitment exemplified by the honorable members of Congress before us today. As a Commander on the front line I thank you for your leadership and support of our efforts. I ask that when you leave Boston and return to Washington that you recall the things you have seen here and consider: is the funding allotted through the National Drug Control Policy adequate to address the problem?

The Boston Police Department will be awarded approximately $120,000 from the Anti-Drug Abuse Act of 1988. This award, while a valuable addition to Boston's drug control budget, represents just one quarter of one percent of Boston's total operational budget. This $120,000 award, slated to fund a one year drug control program in Boston represents just thirteen percent (13%) of one month of Boston's drug and gang enforcement expenditure. Clearly the federal dollars help, but clearly too, the federal dollars will have little impact on Boston's drug problem. I am encouraged by the National Drug Control Policy's focus on increased funding to law enforcement yet I am sobered by the reality that, in real dollars, this funding represents a mere drop in the bucket. I am further sobered by the reality that, without direct pass through of funds to cities, Boston will probably not receive these funds in an equitable manner.

In addition to requesting the establishment of direct pass through provisions I offer other recommendations, some bold, some controversial, but all, in my opinion, necessary components of a national drug control policy. I ask that you take these proposals back to your colleagues in Congress and consider them in this light: they come from a man who has witnessed the death and destruction drugs can cause in a community, a man who has fought on the front line and who has the faith in his community and government that together we can create a drug free society for our children.

This week the people of Massachusetts witnessed a dramatic turn around in the Massachusetts House of Representatives when a City of Boston Home Rule Petition to ban the sale and possession of assault weapons was overwhelmingly passed. While the petition must still be heard before the Senate, we are optimistic that the Home Rule Petition to Ban Assault Weapons will become law during this legislative session. With this overwhelming victory for a ban on assault weapons in the House, it is expected that a statewide ban will be forthcoming. It is my suggestion that the nation take Boston's lead, that a nationwide ban on assault weapons be instituted. Make no mistake, assault weapons are the weapon of choice among drug dealers, a deadly symbol of power and status for a group of individuals who show greater respect for death than for life.

I ask that Congress make it a federal offense, with a mandatory sentence, to sell drugs within 1,000 feet of public housing developments and Housing and Urban Development properties with a mandatory sentence. Help us protect the quality of life and public safety of the families in public housing, and restore the pride public housing tenants once had in their developments.

Double the number of Drug Enforcement Agents. Clearly the number of drug enforcement agents is insufficient when it is estimated that only five percent (5%) of the total influx of illegal narcotics which cross the United States' border are interdicted.

Mandate drug education for school aged children from grades one through twelve. Provide drug treatment upon demand to anyone who desires it. And provide the supplementary funding that will make such treatment possible. As a law enforcement agent it may surprise many that I strongly advocate the education, treatment and rehabilitation components of a drug strategy--components that compete for federal funds with law enforcement. However, my years of experience in the field have taught me and my law enforcement colleagues that law enforcement alone cannot resolve the drug problem. One need only look to the crisis that the courts and corrections systems face-- the criminal justice system is not the only solution nor is it meant to be.

Finally, as you leave here today, understand the frustration of dedicated law enforcement officers in Boston and across the country as they respond to the people's mandate that swift and certain penalty be levied against the drug offenders who threaten the safety and quality of life of the American populace, only to find that the courts are finding it impossible to deliver such swift and sure judgment within the confines of limited resources and that the corrections system cannot accommodate the wave of drug offenders for whom this country demands incarceration. I throw out to you the suggestion that funding be provided for the establishment of pilot drug courts throughout metropolitan America. Please provide the necessary funding required to hire more judges, extend court hours, build more prisons and research and develop viable alternatives to failed traditions in the criminal justice system.

Thank you.

UNITED STATES HOUSE OF REPRESENTATIVES
SELECT COMMITTE ON
NARCOTICS ABUSE AND CONTROL HEARING
CHARLES B. RANGEL, CHAIRMAN

Location: Roxbury Boys & Girls Club
Roxbury, Massachusetts
October 6, 1989

Testimony and Recommendations of the extent of drug abuse in Roxbury and Dorchester Area, also crime, violence and other problems resulting from drug abuse. Information on (Block watch Networks Program Sponsored by the Roxbury Multi-Service Center.)

By
Ben Haith, Director
Community Anti-Crime Program
Roxbury Multi-Service Center
317 Blue Hill Avenue
Dorchester, MA 02121
(617)427-4470

October 6, 1989

Charles B. Rangel, Chairman

RECOMMENDATIONS TO UNITED STATES HOUSE OF
REPRESENTATIVES SELECT COMMITTE ON
NARCOTICS ABUSE AND CONTROL HEARING

The following recommendations were submitted by me in a letter to President George Bush dated September 15, 1989. A copy of that letter was also mailed to Mr. William Bennett, National Policy Advisor on Drugs.

At this time I am presenting those recommendations to the Select Committee on Narcotics Abuse and Control

I totally agree with President Bush's statement to the nation on September 5th that all Citizens in our great nation should be envolved in the fight against drugs and drug related crimes. The President made reference to the many community crime watches in our country that are actively envolved in combating drugs and drug related crimes. The President encouraged other Americans across the nation to join a crime watch group in their community if they didn't belong to one.

THE FOLLOWING ARE MY RECOMMENDATIONS:

As a crime prevention strategist in Boston for many years, I can say from experience that Crime watches and crime preventions programs do work, but they need further support in order to become more effective.

1. A State by State Committment to Crime Watch organization and neighborhood groups that would be coordinated by a National Office. This office would be designed to assist the thousands of crime watch organizations and groups in the nation. This would support the citizens in their community fight against drugs and drug related crimes.

2. A nation coordinator for this office who could enable each state to communicate with the present administration or the House of Representatives and could supply the necessary information and materials, such as Crime Watch Report pads to help Crime Watchers log suspicious activities in their area (SEE BLOCK WATCH REPORT PAD FORRM ATTACHED); It is my understanding that the biggest cocaine drug confiscation that took place in California only a few days ago came about because of a private citizen's tip to law inforcement. That has to be A CLASSIC EXAMPLE OF HOW IMPORTANT CRIME WATCH IS!

3. A national hotline number for the National Crime Watch Office this telephone would enable community groups to have acess to our national government's fight against drugs and drug related crime.

Submitted by
Ben Haith, Director
Community Anti-Crime Program
Roxbury Multi-Service Center
317 Blue Hill Avenue
Dorchester, Massachusetts 02121

ROXBURY MULTI-SERVICE CENTER BLOCKWATCH NETWORK

SUMMARY

The level of crime and violence in the Greater Roxbury Community is growing at a devastating rate. Neighborhood residents are being held hostage in their homes and apartments by the criminal element in our community. One of the most effective methods being used by communities across the country to restore neighborhood safety is the Neighborhood Watch Program. These partnerships between neighbors and law enforcement officers have been successful in reducing crime in neighborhoods and restoring safety.

The objective of the BlockWatch Network is to not only assist in the creation and maintenance of neighborhood watch programs, but also to serve as a vehicle to foster communication among groups, and provide information and resources to neighborhood watch groups in order to sustain and strengthen their activities. The program brings together residents, agencies, area businesses, churches and law enforcement officials in a comprehensive effort to fight crime in the community.

CRIME IN THE COMMUNITY: EVIDENCE OF NEED

The crime rate is devastatingly high in the neighborhoods of Roxbury, North Dorchester and Mattapan, referred to as Area B by the Boston Police Department.

In 1988, there were 95 homicides in all of Boston. Of this number, 57% took place in Area A. Thirty-three percent (33%) of Boston homicides were drug related in 1988. In regards to other personal and property crimes in 1988, cf the 6,291 aggravated assaults reported, 2,972, or over 47% occurred in Area B. There were 558 reported cases of rape in Boston, and 220, or over 39% occurred in Area B. Of the 5,233 robberies and 9,163 burglaries reported in Boston in 1988, 2,028 (39%) and 2,479 (27%) respectively took place in Area B.

THE NEIGHBORHOOD OR BLOCK WATCH PROGRAM

One grassroots approach which has been effective in reducing crime and restoring neighborhood unity is the Neighborhood Watch Program. This program brings together the many elements of a community to combat crime. Residents, Neighborhood Organizations, Churches, Local Businesses, Management Companies and Community Agencies contribute their time and resources to make the Neighborhood Watch Program effective vehicles to reduce crime.

Neighborhood Watch members 'watch out' and 'help out' each other. By their presence, they reduce opportunities for crimes to occur. Effective groups send out the message to the criminal element that their neighborhood is organized and crime is not welcomed there.

By bringing neighborhoods together to combat crime, Neighborhood Watch programs also have the effect of restoring a sense of community in many neighborhoods. The cooperative spirit forged enhances neighborhood unity. Police officers become an accepted part of a community instead of solely being perceived as authority figures.

BLOCKWATCH Network

Report An Incident To Reduce The Impact!!

Incident Report: An *Incident* is any illegal activity or activity that puts you, your family or community at risk of danger.

Your Name (OPTIONAL) ____________________

1). The Incident (What happened)? ____________________

2). Where? ____________________

3). When? *date:* __________ *time:* ______ ☐ *am* ☐ *pm*

4). Details? ____________________

(Details: Give location, address, carplate number, color and model of car/vehicle, description of person(s), anything that you see and think will assist to help reduce the re-occurence of this incident in your neighborhood/on your street/in your building).

5). Your BlockWatch Area Captain is: ____________________

Agency Telephone

Name of Neighborhood Organization: ____________________

Call Boston Police Department __________ 911 or __________ Local Station

Call BlockWatch Network __________ 427-4470

Drop-A-Dime or, *Anonymous City-wide Tip-line* ______ 427-DIME - Hotline 24Hr.

C.P.A.S.A *Rape Crisis Hotline - 24 Hr.* __________ 536-6500

F.I.R.S.T., Inc. *Drug Treatment* __________ 445-5230

Neighborhood Justice Network __________ 423-1262

Write to:
BlockWatch Network
Roxbury Multi-Service Center
P.O. Box 157, Dorchester, MA 02121

Testimony of
Curtis M. Jones
Director of Public Safety
Boston Housing Authority

before

U.S. House Select Committee
on Narcotics Abuse and Control

October 6, 1989

Boston, Massachusetts

Mr. Chairman, Members of the Select Committee on Narcotics. First let me thank you for the opportunity to testify before this committee regarding th efforts of the Public Safety Department of the Boston Housing Authority in reducing drug trafficking in public housing.

When the issue of drugs in public housing is discussed, it is largely viewed as communities lost in desperation, abandoned by city government, law enforcement, public and private agencies, with residents willing to accept the intolerable, suffering from institutional neglect and deteriorating conditions, home of the underclass and low income of our society. I am pleased to say that in the City of Boston, this is not the case. For the past eleven years, the Public Safety Department of the Boston Housing Authority, the Boston Police and the community have worked cooperatively in efforts to reduce drug trafficking in Boston's public housing.

For the BHA residents, police services are being delivered more quickly and responsively. For the BHA Administration, these services have come under the direct control of the Authority, with greater accountability, discipline, and flexibility of deployment. In particular, special assignments of BHA Police Investigators to such areas as the Orchard Park development have been exceptionally effective. Other advantages of having this in house professional operation have meant:

*higher visibility of police personnel
*daily contact with residents and managers
*increased protection by interior patrols of both vacant and occupied units
*more thorough follow up of incidents
*greater cost effectiveness
*increased emphasis on proactive, crime prevention stratgegies rather than solely reactive measures.

In a recent letter to BHA from Thomas Sherman, Acting General Deputy, Assistant to Secretary Kemp, he indicates that the Anti Drug efforts of the Boston Housing Authority are on the cutting edge of America and the national drug efforts.

As Director of Public Safety for the Boston Housing Authority, it is clear to me that any efforts to reduce drugs and drug trafficking in public housing will take the cooperation of all. It must be realistic, comprehensive and effective with law enforcement, community agencies, federal, state and local government, all playing an integral part. It calls for a strategy which embraces the national concerns and involves residents and community alike

As I travel around the nation,and within the housing development of the City of Boston, I have witnessed the victimization of children and families due to drugs and drug related crime and violence. Domestic terriorism and the trauma and fear of retaliation or personal injury.

DOMESTIC TERRORISM

Never more evident than in the Orchard Park housing development where for a four month period beginning in November 1988, as a part of our effort to reduce drug trafficking in housing, I witnessed first hand through the use of video survellience, members of a new York drug distribution ring, elite from a cab, establish position, within a building, check and secure all doors and means of egress, positioning lookouts, runners, enforces and distributors in all, 21 individuals, male and female, using children to hold drugs, working in shifts in a confiscated, well organized drug distribution operation, noone in and noone out, hostages, within their own community, placing the building under seize.

It was only through the use of effective covert undercover investigative techniques, electronic surveillance and enforcement of the laws and eviction procedures that we were able to crumble the organization arresting some 55 individuals and indicting 16. As you knows, the solution to the drug problems is temporary for only yesterday, we arrested the same individuals who have now returned to the community.

To effectively deal with the drug problem in housing, it takes resources and a commitment to support the effort of a community trying hard to fight back.

It requires the availability of treatment on demand, prosecution for dealers, incarceration for those who violate the law and the development of values and self esteem within the youth and parents.

It includes the philosophy of HUD:

I. Tighter security/law enforcement
2. Effectivce evictions policy for drug traffickers
3. Seizure and reclaiming of units
4. Improving the quality of life of residents
5. Working with youths
6. Resident and community improvement

It also includes working with individuals like Lawrence Jones, Director of Roxbury Boys and Girls Club, Georgette Watson of Drop-a- Dime community hotline, William Celester, Deputy Superintendent of Boston Police, Mayor Raymond L. Flynn, Commissioner Francis Mickey Roache and members of the Roxbury community. We have done some excellent things in housing in the of Boston and we welcome the challenge that faces us.

The Authority is dedicated to combatting the problems of drugs in housing by providing the commitment and leadership both locally and nationally.

I ask the committee to support these efforts by ensuring that housing subsidies not be cut and that the 50 million appropriated for public housing under the national drug strategy go directly to the PHA in order that we may continue our assault on drugs in public housing.

Again, thank you.

Sincerely,

Curtis m Jones

Curtis M. Jones, Chief
Department of Public Safety

To: Select Committee on Narcotics Abuse and Control

From: Franklin A. Tucker,
Director of Barron Assessment and Counseling Center

Re: Drug Abuse and Drug Trafficking in Boston

The available drug data indicates that Boston has an acute drug problem involving a variety of drugs. The drug problem in Boston appears to be escalating not declining, especially in the poorer areas of the City regardless of race. This drug escalation appears to be primarily a manifestation of profound dislocation found in the family as a unit and in the community, as well as a lack of constructive and positive institutions in society.

In the Roxbury, Mattapan, and Dorchester areas of Boston, "crack" appears to be the preferred drug, according to available data. In East Boston and Charlestown, the data appears to reveal that young adolescents are abusing "dust", "angel dust", or P.C.P. as the preferred drug. The same data indicates that there is virtually no "angel dust" in Roxbury, Dorchester, and Mattapan. Data further indicates that drug abuse in Boston's housing projects reflects the neighborhood they are located in. Adolescents in South Boston and Charlestown have been observed abusing "moonbars", which is a mixture of angel dust and marijuana or mint leaves. In Roxbury, it has been observed that project adolescents abuse "aulli", which is a marijuana cigarette laced with pieces of crack, as well as cocaine and heroin which is making a serious comeback. Exacerbating Boston's drug problem, as in other cities, is the number of addicts who contract the ominous disease Acquired Immune Deficiency Syndrome or AIDS, as the result of indiscriminate use of needles or prostitution to satisfy the addicts' additions.

The sources of the above drug data are the following:

A - I am a lifelong resident of the Roxbury, Dorchester, and Mattapan areas. I have also lived in Texas, Louisiana and Washington, D.C.

B - I have been a teacher and administrator in the Boston Public Schools for more than fifteen years, with many years involved in meeting and addressing the needs of Boston adolescents exhibiting a galaxy of aberrant behavior. I have taught at Walpole maximum security prison in the "Bridge Upward Bound" program. I have worked with "at risk" students all my life.

C - I am a member of Mayor Flynn's Crime Council which holds monthly meetings at the Parkman House in Boston to discuss gang violence, assault weapons, mood modifier abuse and trafficking within the City, and other urban problems.

D - As Director of the Barron Assessment and Counseling Center, I have a professional and firsthand relationship with senior officers within the Boston Police relative to gang related violence and crime; including drug abuse and trafficking.

E - Boston Globe article dated 9/17/89 "Variety, New Mixes of Drugs Complicate Problem in Hub", by Diane Alters.

The Barron Assessment and Counseling Center, of which I am the Director, was approved of by the Boston School Committee in October, 1986. This was in response to the urgent problem escalating in Boston communities, and thus in the schools; namely, young people carrying weapons, therefore an increase of violent incidents in the communities and in the schools. The program was established to provide services to all students citywide found in possession of a weapon on school property or while going to and from school. The Barron Center opened its doors to service students in March, 1987 and serviced 125 students between March and June, 1987. During the 1987-88 Academic year, the Barron Center serviced 333 students. Finally, during the 1988-89 academic year, the Center serviced 256 students, which means the Center serviced over 700 students in less than two and a half years. The recidivism rate during this period of time has been between three-and four percent. While the common denominator which resulted in a Barron Center placement was possession of a weapon, a review of the students' records and assessments completed at the Barron Center reveals that these students, in many many cases, were overwhelmed with a plethora of non-educational and emotional problems which profoundly impacted on their academic performance and behavior in school, as well as in the communities they came from. The statistical data speaks to the breakdown of the family as a nurturing unit, sexual and physical abuse, suicidal ideation, bitter feelings of alienation, gang involvement to relieve these feelings of alienation and lack of nurturing, gang violence to remain an accepted member of the gang and to insure advancement within the gang, mood modifier abuse and trafficking, teenage pregnancy, and a staggering dropout rate. Drug trafficking, by gangs who control selected areas of the City, especially in the Roxbury, Dorchester, and Mattapan neighborhoods, is the monetary catalyst which holds many of these gangs together and is often the genesis of the violent gang behavior reported on Boston television stations and in Boston newspapers.

A review of previous "Wars On Drugs" reveals that American presidents since 1973 have asked the American people to marshall their energy and resources to rid the nation of this debilitating scourge with little or no success. It should further be noted that during the Reagan presidency, drug treatment funds were cut by 15 percent. Now President Bush is advancing his own $7.9 billion War On Drugs, which allocates 70 percent of this money for law enforcement in the areas of building more prisons and hiring more judges and police officers, and allocating 30 percent of this appropriations for drug treatment.

Indeed, Mr. Bush's drug treatment allocation appears to restore funding in this area to only a 1981 level.

The escalating national mood modifier abuse and trafficking problem appears to be a manifestation of a plethora of non-educational and emotional problems revolving around the breakdown of the family as an institution, which is the basis for the development of individual self-esteem and a sound value system, and turmoil in the communities adolescents come from which is reflected in gang involvement and alcohol and drug abuse.

It appears the Boston Public schools, like other urban schools, must develop policies and procedures to more effectively individualize teaching and learning within regular education, in order to more effectively deal and cope with the plethora of non-educational and emotional problems urban center students are bringing into the school setting, which is reflected in escalating violence and drug and alcohol abuse to the detriment of the educational process.

It also appears that the Boston Public Schools, like other urban schools, must develop a realistic alternative program to cope with students, especially those under sixteen years of age, who are expelled and are still entitled to an education, and students who are exhibiting aberrant behavior to the point that they are disrupting the educational process.

Specifically, I believe the following steps need to be taken to eradicate or ameliorate our nation's drug problem:

A - Treatment and education should be number one.

B - Swiftly prosecute and incarcerate known gang leaders and drug traffickers.

C - Develop a comprehensive program as I detailed in my memorandum to Mr. Newman Flanagan, District Attorney, Suffolk County on August 22, 1989. This memorandum deals with the need for the Boston Public Schools to establish a combined therapeutic/academic center to meet and address the non-educational and emotional problems of students exhibiting acute aberrant behavior, which would embrace mood modifier abuse and would be applicable for other urban schools (see enclosed copy of this memorandum).

Finally, I believe the late Bertrand Russell in the following essay explains to lawmakers and educators the important message that adolescents must understand in order to become independent and productive members of society:

"To every man comes, sooner or later, the great renunciation. For the young, there is nothing unattainable; a good thing desired with the whole of the passionate will, and yet impossible, is to them not credible. Yet, by death, by illness, by poverty, or by the voice of duty, we must learn, each one of us, that the world was not made for us, and that, however beautiful may be the things that we crave, fate may nevertheless forbid them. It is the part of courage, when misfortune comes, to bear without repining the ruin of our hopes, to turn away our thoughts from vain regrets. This degree of submission to power is not only just and right; it is the very gate of wisdom."

BOSTON PUBLIC SCHOOLS

BARRON ASSESSMENT COUNSELING CENTER
DISTRICT B

PROGRAM DIRECTOR
FRANKLIN A. TUCKER

JUDITH [illegible] PRINCE
Assistant Program Director

August 22, 1989

Newman Flanagan Esquire
District Attorney-Suffolk County
Boston, Massachusetts

Dear Newman:

Enclosed is data for your review in the hope a partnership or collaboration between your office and the Boston Public Schools might be established to help curb gang violence, drug and alcohol abuse, the staggering dropout rate, teenage pregnancy, and other forms of aberrant behavior which are negatively impacting on academic progress in the Boston Public Schools and are the causes of teenage violence and turmoil taking place in the number of communities in the City of Boston.

A. Barron Assessment and Counseling Center Final Report for 1988-89.

B. Memorandum explaining the purpose and function of a combined therapeutic/academic center in Boston, and the role the Suffolk County District Attorney's Office might play acting in partnership or collaboration with such a center.

C. Draft of proposed combined therapeutic/academic center.

Looking forward to hearing from you in the near future.

Sincerely,

Franklin A. Tucker

Franklin A. Tucker
Director

FAT/j

Encls.

515 HYDE PARK AVENUE, ROSLINDALE, MASSACHUSETTS 02131 • 469-4606

BOSTON PUBLIC SCHOOLS

BARRON ASSESSMENT COUNSELING CENTER
DISTRICT B
[illegible] DIRECTOR
FRANKLIN A. TUCKER

[illegible]
[illegible]

MEMORANDUM

August 22, 1989

TO: Newman Flanagan, District Attorney, Suffolk County

FROM: Franklin Tucker, Director

RE: Draft Proposal to Eradicate Adolescent Violence, Drug and Alcohol Abuse, and Aberrant Behavior in the Boston Public Schools and Boston Communities

The following draft proposal is a concept for dealing with long term non-educational, emotional, mood modifier, and educational issues which are the genesis of violent and destructive behavior in the schools and in the community. To eradicate or amellorate gang violence, mood modifier abuse, the staggering dropout rate, teenage pregnancy, and drug trafficking in the community so these problems do not negatively impact on school performance and the escalating teenage crime rate in the Boston communities, a simultaneous and concurrent approach must be adopted to meet and address the needs of adolescents exhibiting, in one form or another, aberrant behavior in the schools and communities. These types of aberrant behavior and actions create an ominous danger and threat within the schools and communities and negatively impact on the learning process and respect for the law. Such a climate of danger and uncertainty only serves to exacerbate the dropout rate within the school system, which is staggering and is viewed with dismay by the business community, who see the public school system as a lifeline for helping to maintain the future prosperity of the City of Boston.

The combined therapeutic/academic center should be viewed as a positive approach in meeting the non-academic, emotional, and academic problems of students unable to successfully function in a regular school setting, and as a constructive and positive approach to meeting the needs of "middle of the road" adolescents encountering initial difficulty with the law before a costly and counter-productive prison placement is the only solution. Only by viewing adolescents as a total entity and meeting and addressing all their problems at the same time, will it be possible to redeem these adolescents.

515 HYDE PARK AVENUE, ROSLINDALE, MASSACHUSETTS 02131 • 469-4606

The combined therapeutic/academic center should not be viewed as a separate discipline school. Adolescents should be assigned to this center for three months, six months, or an academic year based on the degree of aberrant behavior exhibited, the adolescent's history of discipline problems, and relevant assessments completed prior to placement and the input of Boston Public Schools administrators, zone superintendents, sending school administrators, parental imput, and the input of the criminal justice system and law enforcement agencies.

A Student Delivery Plan should be prepared for each student, based on the assessment process which would delineate meaningful goals and objectives to meet and address an adolescent's non-educational, emotional, and academic needs within specific timelines. Parental counseling, plus outreach into the community by social workers employed by the center would be critical components in addressing an adolescent's total needs simultaneously; so the adolescent can return to a regular school setting within the shortest possible time and discontinue to be a menace in the community.

In this era of budget constraints, novel and imaginative methods can be used to fund or minimize the cost of operating such a combined therapeutic/academic center:

1. The Boston Higher Education Partnership can serve as a catalyst for the development of private industry and college grants to help defray the cost of setting up such a center.

2. Boston universities and colleges can be used to defray operational costs in the following manner:

   (a) Schools of Education can provide the following interns to work with the center's staff: teachers, counselors, and psychologists.

   (b) Schools of Medicine can provide psychiatric residents or interns to carry out in-depth psychiatric evaluations under supervision; plus these schools can provide general medical services dealing with alcohol and drug abuse, as well as general medical needs.

   (c) Schools of Social Services can provide social worker interns, who under center staff supervision, can function in the communities the adolescents live, in meeting and addressing non-educational and emotional needs.

The participating universities and colleges would benefit from such a collaboration by providing these students with realistic and insightful field training.

3. The District Attorney's Office and the Courts would be armed with options, other than an expensive incarceration, for middle of the road adolescents who are involved with the law. Such a center

placement for Boston adolescents encountering problems with the law would have to be made mandatory by the Distric Attorney's Office and the Court.

4. Other City of Boston Departments can play a meaningful and constructive role in meeting and addressing the needs of Boston adolescents.
5. Finally, the support of the business community in Boston can be enlisted to meet the serious adolescent crisis in Boston.

Boston City Council

Bruce C. Bolling
District 7
725-4220

TESTIMONY OF BOSTON CITY COUNCILLOR
BRUCE C. BOLLING
BEFORE THE HOUSE SELECT COMMITTEE ON NARCOTICS

CALLING FOR A MORE EXTENSIVE FOCUS ON AT RISK YOUTH SERVICES AND COMMUNITY RESOURCES

BOSTON, MASSACHUSETTS
FRIDAY, OCTOBER 6, 1989

Chairman Rangel, Congressman Brennan, Congressman Moakley, and members of the Committee:

I would like to thank you for holding a hearing on this vitally important topic. I am particularly pleased that you have taken the time and effort to schedule a tour of the Roxbury, Dorchester and Mattapan neighborhoods which have been hardest hit by drugs. Your interest in Boston neighborhoods is noted and appreciated.

You have heard from other state and city officials who have urged the development of strong drug education programs and services for treatment on demand. It is obvious that the focus of attention should be on the demand side. Counseling services and educational opportunities should be directed toward at-risk youth--particularly younger teens. As important as it is to improve the quality of our criminal justice system, it is as equally important to focus on conditions that bring people into that system: poverty, lack of skills, drug addiction, undereducation, having a sense of hopelessness, with few, if any future possiblilities.

The City of Boston is fortunate in the diversity of services offered by organizations which provide programs for crime victims. Drop-A-Dime acts as a liaison to facilitate reports of crime to Boston Police. The Neighborhood Justice Network offers programs which assists with court interaction, help neighborhoods establish crime watch groups, and provide violence

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prevention information to senior citizens. These organizations operate on a non-profit basis and continue to struggle for funding. There are few resources on the community level for those who are addicted to drugs. Clearly, neighborhood action initiatives need to be the strength of the war on drugs for Boston and throughout urban America. There must be a budgetary commitment to ensure expansion of vital services at the community level.

By 1982 cocaine had been used by 28% of young adults in the United States. We continue to suffer from both the effects of drugs themselves and the high incidence of drug related crime. Recently, the U.S. transportation department spent nearly $1 million to study the role of drugs in fatal automobile accidents. In fact, since 1981 our federal government has spent over $21 billion to fight the drug war. A small percentage of these funds could make a significant difference in the lives of the people of Boston.

The only effective way to wage a successful battle to combat urban America's social ills is to reinvest in people and to provide them with the necessary support at the local level. We do not assist the illiterate by performing studies to determine their numbers and we do not assist drug addicts by simply stating that the problem is severe and out of control. Our societal ills, illiteracy, drugs, crime and racism, must be fought in the cities and towns on an individual neighborhood level, house by house and street by street.

Effective and positive change must be rooted in the basic premis that you are somebody, that each and every individual in this city and in this country can make a contribution, that each and every one of us can make a difference.

It is our obligation as legislators, as policy makers and as Americans to empower the residents of our neighborhoods to find their own voices and stand on their own. I urge this committee to take the initiative to begin a sincere, long-term commitment to reinvest in the individual communities that are America.

I thank you for your interest and for your attention.

Drugs and Justice

A System Abandoned

BOSTON BAR
ASSOCIATION

Report and Recommendations
of the Boston Bar Association
Task Force on Drugs and the Courts

PREFACE

With a current membership of about 7,000, the Boston Bar Association is one of the oldest and most prestigious bar associations in the United States. Historically the Association's activities were concentrated in two areas—its section and committee work dealing with substantive law matters and its pro bono efforts dealing with the delivery of legal services to the poor. At its October, 1988 Retreat, after a long and vigorous debate, the Council (governing body) of the Association decided to add a third focus—active involvement in civic and community affairs. At a Boston City Hall press conference later that month, the Association announced the first specific project undertaken in furtherance of this new goal—the formation of a special Task Force to examine how the criminal justice system is coping with the virtual flood of drug cases entering the system. This report contains the preliminary findings and recommendations of that Task Force.

The observations and findings of the Task Force are disturbing. Essentially the Task Force concludes that we are currently losing the War on Drugs. This is a message many will not want to hear. I would suggest, however, that we ignore it at our peril. The group conveying the message has collectively well over a hundred years of experience in dealing with our criminal justice system and no vested interest to protect or further. Their concern is only the well being of our metropolitan community. Hopefully those who share this concern will heed their warning and give prompt and careful consideration to their recommendations.

All of us who are concerned with the health of our community owe a deep debt of gratitude to the Task Force members who have contributed so much of their time to this important effort. This is particularly true with respect to the chair of the Task Force—Allan van Gestel, one of the most able and respected litigators in the city. Our thanks must also go to Allan's firm, Goodwin, Procter & Hoar, and its Chairman Bob Fraser for their unstinting support of the project, both moral and logistical, and to Pandick Press which has printed the report without charge as a public service to the bar and to the community.

Edward F. Hines, Jr.
President

DRUGS AND JUSTICE:
A SYSTEM ABANDONED

INTRODUCTION

Over the past six months, the Boston Bar Association Task Force on Drugs and the Courts has conducted a study of the effect of the efforts of public safety forces to enforce the narcotics laws through the criminal justice system in the Boston metropolitan area. Some initial observations and recommendations are reflected in this interim report. We intend to file several detailed "action plans" by September 30, 1989. The focus of those plans will be discussed below.

The members of this Task Force unanimously agree that we are losing the War Against Drugs. On every battlefront the forces of law and order, whether police, prosecutors, judges, probation officers, sheriffs or correction officials, are being overrun. In many cases, major elements of our criminal justice systems are in total retreat and chaos.

Of far greater concern to this Task Force is the overwhelming evidence that there is no real strategy to win any major battles, let alone the War itself. We seem determined to arrest more drug offenders without any consideration for the fact that they will not receive punishment for one to two years. We seem determined to increase mandatory sentencing provisions of our drug laws with no consideration of the substantial evidence that those laws, however well intentioned, have greatly contributed to the collapse of the criminal justice system. The infrastructure itself is literally falling apart. There are too few judges, in too few courtrooms, to send too many inmates to too few jail cells.

In all our work we have discovered one point of consensus. It is the simple truth that "justice delayed is justice denied." We speak not only of the justice for the criminal offender but also for the victims of this drug plague. We have substantial evidence that entire sections of our cities are under the increasing control of drug-based gangs. If we cannot develop a winning strategy in the very near future, then we are destined for total defeat.

The members of this Task Force can assure the Bench, the Bar and the public that recourse to traditional solutions will not have any significant impact in the years ahead. What this crisis demands is a new and invigorated will to set aside agency rivalries, turf battles and personality conflicts. The public wants this problem solved. It is up to our elected and appointed leaders, as well as all members of the legal profession, to demand a strategy based on reason, not emotion or political advantage.

This interim report will focus on much of the evidence we have received describing the magnitude of the problem. It does not, in most instances, offer any detailed program to solve these problems. That is not our purpose here. We seek merely to alert the reader that this problem requires a reaffirmation of our public will to survive as a civilized society as well as our public commitment to share in the solution.

A. OUR LOCAL CRIMINAL JUSTICE SYSTEM

The picture does not improve when we focus on our local criminal justice system.

Here there really is no system at all. Our criminal justice program aptly can be seen as the orphan of government, the wastebasket of society, for what it receives and the manner in which it is treated by almost everyone who comes in contact with it. At every level, and in all departments, we find too few people, with too little financial support, grossly inadequate facilities, shackled by inconsistent and wholly uncoordinated rulings and legislation, for the most part neglected by the executive and legislative branches of government, and ignored by a society which, through its own actions, has revealed a stunning ambivalence to the drug problem. To suggest any modification of the legislated penalties against narcotic use or sale or to suggest decriminalization in any form evokes instant reactions of extreme rejection. These reactions, however, come from the same people who won't hire, train, supervise or pay more police, won't site or build more penal or treatment facilities, won't appropriate more funding for more judges, won't fund more court and probation department support personnel, in short, won't pay for or permit in their neighborhood, any of the several extensive and expensive tools that are needed to enable our criminal justice system to effectively attack the drug problem.

Justice Holmes taught us that the law is not what judges or others say it is, but what actually happens to people who transgress the apparent behavioral code. Thus, the first and largest question to be asked is whether we really are involved in a War Against Drugs, whether society really wants or expects its criminal justice system to solve the narcotics problem. The response to date, at almost all levels, does little to suggest that it does.

The failure to address the problem of drugs in a coordinated and effective way, has overwhelmed the local criminal justice system at all levels. Followers, as well as leaders, have let the system down. There is a crisis of will. Until adequate funding for each of the inter-connected parts of the criminal justice system is provided, and until major changes are introduced, the war will continue as a lost cause.

Drug arrests have increased dramatically in recent years. There are, however, few additional judges, and no additional courtrooms, to try existing or new cases, and grossly inadequate jail space to hold those awaiting trial and after sentence. Because there is no space in the jails, many drug dealers who are awaiting trial are released back into the neighborhoods legitimizing the charge of "revolving door justice". Even if a dealer is not immediately released, mandatory sentences have created an intolerable trial backlog in Suffolk County, making speedy justice all but impossible. It can take up to two years to try a drug trafficking case in Suffolk Superior Court. This is exactly the wrong message to send as a deterrence to illegal drug dealers.

Speedy dispositions of drug cases are not possible under existing circumstances. This leads the residents of communities most impacted to identify the criminal justice system with the problem rather than the solution. Until swift and certain justice is possible, public confidence in the courts will continue to erode.

Today's drug problem is not only different in degree, it is different in kind. Crack, a relatively new drug, can easily be manufactured in the home, creating a growing cottage industry. Barriers to entry into the crack business are virtually nonexistent. Violence on our streets has escalated to an unprecedented level. Sophisticated weaponry, particularly automatic weapons, have proliferated to protect and expand drug networks. Innocent victims have been caught in the deadly crossfire of a private war between competing drug gangs. Drug dealers will become more bold as the perception grows that society is impotent to stop them.

Tragically, drug traffickers have become role models emulated by the young. It is difficult to say "no" to drugs when profits are so large and meaningful punishment only an abstraction.

The criminal justice system can be saved, but only if public indifference to the problem can be moved out of the way.

B. TASK FORCE RESOURCES

Our study included conversations with a wide and diverse number of individuals experienced, involved and interested in all facets of the problem. In each instance, everyone we spoke with was extremely cooperative and supportive of the effort. Included were representatives of Boston Mayor Raymond Flynn; representatives of the Boston Police Department; judges at all levels of the court system, including the Supreme Judicial Court, the Chief Administrative Justice, and the Superior and District Court Departments of the Trial Court; key personnel in the Suffolk County District Attorney's Office; the Sheriff of Suffolk County; the Attorney General and members of his staff; the Governor's Legal Counsel; representatives of the Corrections Department; public and private defense counsel; and private citizen representatives from affected neighborhoods. Visits were made to District Courts in the metropolitan area, the Boston Municipal Court, the Suffolk Superior Court and the Special N Part Narcotics Prosecution Court Project in New York City. Numerous publications from federal and state legislative groups, criminal justice agencies, academics, editorial writers, the local and national press, and others have been gathered and studied. Statutes, court decisions and rules of practice have been reviewed.

C. SIGNIFICANT OBSERVATIONS

In the process, we observed the following:

1. The illegal narcotics problem itself is overwhelming. There are too many narcotics users, too many narcotics dealers, too many narcotics traffickers and too many offshoot narcotics related crimes. The inability to keep illegal narcotics out of our maximum security prisons demonstrates the utter futility of attempting to seal off the borders of Massachusetts or the United States. There are simply too many ways and too many willing participants to ever hope to mount a successful interdiction program which will eliminate the supply of narcotics. In fact, the evidence suggests that as we have stepped up interdiction, the supply of drugs has grown steadily more plentiful, of better quality and of lower prices.

There are misunderstandings at all levels about drugs and the problems they cause. Simplistic solutions overlook the fact that different responses are required to different drugs, different uses of the same drug, and different users. Heroin, for example, with its reliance on needles and tie-in with AIDS, is quite different from cocaine. Snorting cocaine is quite different than smoking crack.

2. Law enforcement agencies appear to be losing an uphill battle and are themselves becoming buried and battered in the process. The largest police department in the metropolitan area, the Boston Police Department, reports making arrests on narcotics charges at a current rate in excess of 7,000 per year.

There is no way that 7,000 people can be tried each year in the courts of Suffolk County, or jailed or treated, should it turn out that they warrant or need one or the other.

The Boston Police Department is incapacitated by a Drug Control Unit that is too small, having only approximately 60 officers assigned to it. The DCU is overburdened by court appearances, its officers often being called to testify in multiple courts at the same time on the same day.

Language problems, Hispanic, Oriental, and others, and complications presented by justifiable constitutional limitations, make it nearly impossible for the Boston Police Department to conduct an effective wiretap investigation of a narcotics ring. Seemingly simple things like the safe storage of drugs, money, equipment, and even automobiles, seized by the Boston Police Department present immense problems. The officers assigned to the Drug Control Unit are subjected, on a daily basis, to ever-increasing and deadly personal risks as the greater use of weapons and violence pervades and infects the illegal drug trade. Temptations abound and the potential for corruption within police departments is frightening.

And, as the Boston Police Department gets more sophisticated and more effective, the Balkanized local governmental structure in the greater Boston metropolitan area invites those conducting illegal drug activities to avoid that sophistication by moving their operations a few miles or a few subway stops over the city line to Quincy, or Cambridge, or Chelsea, or Revere, or any of the other nearby, but wholly-separate governmental entities in the metropolitan community.

Perhaps most significant of our observations about the law enforcement side was the near total lack of trust, cooperation and coordination among and between the agencies involved. In Boston for example, drug arrests are made by the Boston Police, the Metropolitan District Commission Police, the State Police, the MBTA Police, Housing Authority Police and Federal Drug Enforcement Agency officers, to name only the most active of the group. Those various police agencies seem in constant turf wars and appear wholly distrustful of each other. Certainly they do little to work in any coordinated manner. Not only is this wasteful and duplicative of resources, it is also extremely dangerous for those who are performing undercover operations. On more than one occasion, officers from one force have come close to arresting or shooting at officers from another force that they did not realize were involved in undercover activities. We observe the anomalous situation where the head of the Federal Drug Enforcement Agency in Boston and the newly designated United States Attorney want to join in combat with the Boston Police and the request is rejected.

3. The situation with regard to jails, houses of correction and prison facilities is complicated, expensive and wholly inadequate for the task. The jail

problem is probably the biggest current impediment to an effective drug program. Setting aside for the moment the serious societal question of who should be imprisoned, for what, and whether we imprison too many people, it is absolutely clear that police departments, district attorneys' offices and courts are being asked to arrest, prosecute and incarcerate vastly more people than the existing jail facilities can ever hope to accommodate.

The situation is as bad for post-trial incarceration as it is for pre-trial detainees. Almost every local jail has, or is about to have, imposed upon it, by some federal or state court order, a cap or limitation on the number of people it can accept and house. These orders, valid in every instance, come from a variety of different courts and different judges, are not coordinated in any way, and seem oblivious to the realities and burdens placed on the sheriffs and courts which have to deal with the situation.

The example at the Charles Street Jail in Boston is revealing. There a Federal judge has furthered an earlier order of that court regulating conditions at the jail which has resulted in an effective upper limit of 342 inmates. A justice of the Supreme Judicial Court, has issued orders with regard to the steps which can or must be taken by the Suffolk County Sheriff and the Superior Court in attempting to deal with problems when the cap is reached. Those orders require that certain kinds of pre-trial detainees must remain in jail, while others can be considered for release to halfway facilities, or even the street, at the times when the cap is to be exceeded. Until recently, those included among the group who could *not* be released were people awaiting trial on charges of operating a motor vehicle while under the influence of alcohol, a legalized drug. The result was bizarre. People charged with trafficking in cocaine, an illegal drug, were eligibl for release to halfway houses, and in some instances to the street, because the wasn't enough room at the Charles Street Jail, while people charged w operating under the influence of a legal drug were kept locked up.

Even more peculiar is the result that, in order to protect the constitutiona rights of prisoners to a single cell at the Charles Street Jail, the Sheriff has had to move prisoners, at enormous expense and personnel dislocation, to other jails throughout the Commonwealth. When moved, however, the detainees often end up in facilities in other counties not subjected to the Federal court order and, therefore, in cell situations with multiple prisoners, under conditions far worse than if they were simply double-bunked at the Charles Street Jail.

The ability of the state and local governments to construct prisons is immensely hampered by the rigid laws which were enacted during the tenure of the Ward Commission, particularly Chapter 579 of the Acts of 1980. Worse is the reluctance of the General Court to fund the construction, and the unwillingness of the people themselves, often acting with the assistance of their local state legislators, to allow the facilities to be built in their communities. The construction of jails is a very expensive, time-consuming operation and, it seems, as soon as a new jail is built, it is immediately filled. The numbers being arrested will probably increase rather than decrease, thus still further exaggerating and aggravating the jail problems. No one, however, seems to be considering alternative sentencing for drug offenders.

As bad as the situation may be with the siting, funding and construction of prisons, the problem of treatment facilities is much worse. There is almost no attention or funds, being made available for treatment.

4. The District Courts are the courts closest to the people in our system. The inner-city District Courts, particularly those in Dorchester, Roxbury, West Roxbury and Chelsea, are being swamped with proceedings related to narcotics arrests. Similar problems exist in other urban District Courts, particularly in Springfield, New Bedford, Lawrence, Worcester and Lowell. Of the 69 District Courts in the system, the nine listed here account for nearly 50% of all drug cases.

The court buildings are, for the most part, in deplorable physical condition, understaffed by judges and greatly lacking in sufficient support personnel. The allocation of judicial resources is complicated by the fact that judicial vacancies remain too long unfilled. New judges under last year's Judicial Needs Bill, Chapter 206 of the Acts of 1988, are only now starting to be appointed by the Governor. Their compensation, however, has not been fully funded yet. Additional court support personnel are also in great need. Under an economy measure in the FY '89 budget, vacancies in court support personnel that occur by attrition may not be filled. This has caused a 10% diminution in the number of court employees in a system which needs more, not fewer, people in support positions. An equally serious complication is that although judges can be moved around from court to court under certain circumstances, the same movement of clerk personnel cannot be accomplished under present laws.

It is the belief of some in the District Court Department that a different approach is taken to the inner-city courts from those in the more affluent suburban cities and towns. Conditions that would not be tolerated in the less urban community courts are the routine in places like Dorchester, Roxbury, West Roxbury and Chelsea. These courts have no particular supportive constituency and the neighborhoods themselves seem unable to generate concern on the part of those controlling the situation.

5. The Superior Court in Suffolk County suffers from similar limitations in resources, facilities and support personnel to those which plague the District Courts. There are not enough Superior Court judges, nor are there enough clerks, stenographers and support personnel to assist them. Like the District Court system, the provisions for the Superior Court in the Judicial Needs Bill have been abandoned in the current fiscal crisis. Judicial positions created almost a year ago are just now being filled, and those judicial offices remain significantly unfunded in the proposed budget.

Demands for creating specialized narcotics courts or night courts can hardly be taken seriously when present vacancies and deficiencies in the courts remain unattended to.

Another complicating factor in the Superior Court is the implementation of the Supreme Judicial Court's Time Standards Order. This plan, designed to reduce the huge backlog in civil cases, is already straining the system to the core. Any shift of resources to the criminal side will surely cause that laudable and necessary program to fail.

6. There is concern that the criminal defense bar, both public and private, is, for the most part, too small, too inexperienced and too underfunded to be able to effectively handle the crush of business which could come about if corrections were made in the other parts of the system. Compensation for private counsel, engaged in cases through the auspices of the Committee for Public Counsel Services, remains at $25.00 per hour for out-of-court time and $35.00 per hour for in-court time. These amounts have not been adjusted since 1981. Compensation for entry level prosecutors is equally poor. The Suffolk County District attorney's office starts its lawyers at as low as $21,780 per year.

There is very little to attract lawyers to criminal defense or prosecution work of the nature needed in the District Courts, and even the Superior Court. Compensation is low, the conditions are as poor as most clients, and, for the defense bar at least, community opprobrium is all too frequent. There is even less to hold them in those kinds of positions when their colleagues can practice civil trial work, or non-trial law, in elegant downtown office buildings and command 2, 3 and 4 times as much in compensation for such "clean" legal work.

7. The laws, decisions and court rules that deal with narcotics cases are a hodgepodge of inconsistency, adopted with the best intentions, but resulting in as much aggravation to the problem as the unwillingness of the other two branches of government to provide the necessary funding and support for the courts. Mandatory sentencing is perhaps the most pernicious of the problems. Intended to show a toughness and intolerance for the evils of narcotic violations, the effect is to clog the courts and make them even less able to handle the crush of business because the opportunity to resolve cases by plea bargaining is all but eliminated. Criminal defense lawyers are forced to "play for the fumble" by raising every conceivable defense and insisting on a full and complete trial in the hopes that the government somewhere along the line will stumble in a way that will provide relief for the accused.

Laws relating to the allocation of jurisdiction, even despite the recent *Cedeno* decision by the Supreme Judicial Court, remain uncertain. Bail presents similar problems. If it is set too high, it can't be met and the people involved must be held in jail awaiting trial. The jails, however, are subjected to caps and are already crowded beyond the overflowing stage and, therefore, there is no real room. Thus, courts must consciously keep bail at a lower level so that people can post it and return to the street while awaiting trial. As noted earlier, this creates the "revolving door justice" phenomenon, a legitimate concern in the neighborhoods where drug trafficking is rampant, and a source of demoralization and anger for police and other public officials.

8. Given the problems in arresting, prosecuting, trying and punishing those involved with illegal drugs, thoughts turn to the other side, which involves treatment. Here, like everything else, there is far too little available. There is almost no treatment that is realistically up to the task of attempting to cure those who have become seriously addicted. Certainly, there is essentially no treatment in our prisons. Treatment facilities, however, like everything else are expensive and their siting, because people don't like those people who go there for treatment, is as difficult as siting a prison.

9. Even in relatively small and technical areas, problems abound. The Public Health Drug Analysis Laboratory at Jamaica Plain analyzes most of the materials seized in Boston from drug dealers. The laboratory is too slow. The average response time as of this writing is about six weeks. Judges' suggest even longer delays, predicated upon statements by prosecutors that seek trial continuances because the lab reports are not back. It is unclear, however, whether the problem isn't perhaps a bit more complicated. There certainly seems to be room for improvement at the laboratory, a situation that should not be terribly expensive. Simply adjusting the lines of communication between the laboratory, the police and the District Attorney's office would be an easy start.

At the same time, it appears that on some occasions, those responsible for picking up and delivering the drug results, the police department generally, may have been using the laboratory as an excuse for their own purposes. Similarly, there may be occasions in which a prosecutor who is not really ready for trial for another reason uses the laboratory as a convenient scapegoat. Improvements at the laboratory and tightening up on supervision at both the police departments and in the District Attorney's office would seem a simple cure.

10. There is a significant lack of coordination between and among federal, state and local agencies; federal legislative and state legislative bodies; the federal executive branch and the state executive branch; and federal courts and state courts, in their dealings with drug issues. Given the magnitude of the problem and the immense amounts of money that is being spent in connection with it, it is unfortunate that a vastly greater degree of inter-agency, inter-department and inter-government cooperation cannot be fostered. Many metropolitan areas run coordinated drug task forces where resources of people, information and statutory power are pooled. This not only prevents confusion and waste, but makes available to local authorities the federal resources and forfeiture laws that work.

11. Interdiction, the prevention of the importation of drugs into this country, is a failed effort. The United States' borders are far too large and far

too vulnerable to be able to be policed effectively. The American public is far too willing to pay for drugs that are brought in. The business community cites drug use by employees as one of its greatest problems. Foreign countries where drugs are produced are too small, too weak, too corrupt, or too antagonistic towards the United States to mount any effective programs within their own boundaries to control the drug lords who start the entire chain. And even if any of that were effective, it seems certain that the ingenuity of the criminal mind, given the immense temptation of the huge amounts of money involved, would enable those criminals to produce the product within the boundaries of the United States if the borders ever could be sealed.

12. The present approach, criminalizing everything, has not succeeded. It has made many criminals extremely rich, has increased the number of offshoot crimes and violence, and has placed many of the most needy neighborhoods in total jeopardy, held hostage to drug trafficking and the misery that follows in its wake. This Committee concludes that locally, at least, the problem cannot be solved. Like the medical profession's battle with cancer, the most that can happen is that it can be better controlled and managed. Even the latter, however, will only be a realistic possibility if society demonstrates that it really cares enough to support the effort and demands action from its leaders. We have serious doubts that the Massachusetts Legislature or the Executive, in the absence of strong public demand, will appropriate the funds and revise the legislation necessary to attempt to effectively control the problem. Nevertheless, we reach the following conclusions and make the following recommendations. With regard to each major recommendation, we intend to prepare or commission, and publish, a detailed plan for its implementation. We submit our recommendations now because we believe them important and believe that they will help to provide public understanding and a basis for free and open discussion.

D. CONCLUSIONS

It is clear from what we have observed, that the present strategy is not succeeding; that we need a new set of tools and approaches. To develop those tools, to select policies which have a chance of success, we need to know much more than we do today. The Committee, therefore, publicizes the findings of Mark A. R. Kleiman and Kerry D. Smith of the Program in Criminal Justice Policy and Management at the Kennedy School of Government at Harvard University. In a January 31, 1989, paper in progress, entitled "State and Local Drug Enforcement: In Search of a Strategy" Messrs. Kleiman and Smith said:

> "In principle, the right way to choose a drug policy for a city would be to describe the problem, invent some alternative approaches to addressing that problem, predict the costs and the likely result of each approach, and choose the least painful. Then, after a while, one could measure the results and compare them with the predictions. Unexpected results or new situations would call for changes in policy.

"In practice, no city has anything resembling a quantitatively accurate description of its own drug problem. Nor is there a well-worked-out body of theory or experience to allow predictions of the likely results of alternative approaches.

"Theory and experience agree that neither high-level enforcement nor unfocused retail-level enforcement is likely to contribute much to solving the problem under current big-city conditions. Yet local drug enforcement consists primarily of a mix of those two strategies. A growing share of local law enforcement budgets is thus being committed to programs that are both unproven and implausible.

"Law enforcement agencies, like boxers, need to learn to fight their weight. In a city that has a small crack market, for instance, investing early and heavily may succeed in keeping the market small or driving it out. Where a large crack market already exists, consideration should be given to whether even maximal efforts are likely to have much effect. There will come a point of diminishing returns, when throwing more police resources into the pot will no longer produce significant social benefits. Refining the techniques for making those calculations poses a substantial intellectual and practical challenge.

"Crackdowns focused on particular neighborhoods have some theoretical advantages, and a little experience to suggest they can work. But the extent to which they simply push the problem around is undetermined. For neighborhood crackdowns to be a viable citywide strategy, it must be possible after a time to move enforcement resources to a new area and repeat the process. That, in turn, requires both the development in the crackdown area of indigenous capacity to resist the return of drug dealing and a willingness on the part of residents to see the focus of police attention shift once the problem has subsided. How local governments can create that capacity and that willingness remains an open problem.

"Drug markets dominated by warring youth gangs will leave more corpses behind them than drug markets not so dominated. Routine drug enforcement may have little to contribute to gang control; police need to learn how to make life particularly miserable for gang-related drug dealers (and gang members committing other crimes).

"There is some evidence—not yet much—that putting police in the classroom as "drug education" teachers can reduce the rate at which adolescents are initiated into illicit drug use. Whether such programs are an efficient use of police work-years depends in part on the value of alternative uses of the same work-years. If current drug activities are already overloading the capacity of prosecutors, courts, and jails, the arrests sacrificed by putting some police in classrooms may not matter much.

"Considering how much of the public concern about drugs centers on the link between drugs and crime, it is surprising how ill-designed current policies are to discourage the long drug/crime careers characteristic of heroin users (and almost certainly of some crack users). Mandatory drug abstinence for drug-involved offenders, verified by testing and backed with the threat of reincarceration, ought to be a centerpiece of any serious "career criminal" or "dangerous offender" program.

"Research, which has contributed relatively little to the current decision-making process, seems ill-positioned to contribute much more. The most obvious need is for a set of plausible, computable models of local drug sales activity as a function of local enforcement activity. This would likely involve some combination of microeconomics and operations research.

"But better models will be of limited practical use unless someone collects the data to feed them with. Numbers of users, numbers of sellers, numbers of transactions, total revenue; all of these data are needed, and needed down to the neighborhood level. This requires some very expensive data collection: surveys, street ethnography, and the development of user, ex-user, and potential-user panels. No police chief will ever know as much about the cocaine market in his or her city as the local manager for R.J. Reynolds knows about the cigarette market, but we can be, and need to be, much closer to that position that we now are.

"One way to start would be to collect more information about drug enforcement. Local, state and national data collection systems often fail to make essential distinctions or to be kept in comparable categories; the Uniform Crime Reports, for example, lump heroin and cocaine together. Questions of the form, "How many crack sellers were arrested in Chicago last year, and how many aggregate years of confinement were they sentenced to?" need to be routinely answerable before any serious study can be made of the results of alternative strategies.

"Beginning to collect at least the minimal level of information would suggest a new level of seriousness about developing responses to the drug problem that produce publicly valuable results. Until then, state and local drug enforcement will remain a collection of activities in search of a strategy."

E. SHORT-TERM RECOMMENDATIONS

1. We conclude that it is far more important that justice be swift, than that sentences be long. Adjustments must be made and programs instituted in the District and Suffolk Superior Court Departments of the Trial Court to provide swift, efficient and certain justice. This should include consideration of a fast-track drug offender's program in the Superior Court and a modification of the New York N Part approach for the District Courts. This system is based on a speedy initial hearing program. In New York, laboratory results are produced within 6 days of arrest. At that time a defendant is given an opportunity to plead to an offense for which he will face a less severe penalty or be directly

indicted on the most serious charge. District Courts should adopt a similar system supported by speedy test results, swift indictments and the opportunity to plead to a less serious offense in the District Court prior to an indictment.

Early intervention and more careful screening of cases should be instituted in the District Courts by experienced Superior Court Assistant District Attorneys in an effort to dispose of more cases at that level and to determine if the more serious trafficking cases can, or should, be the subject of direct indictments in the Superior Court. The continued use of probable cause hearings in the District Courts is recommended, but they must be tied to better case screening and a better allocation of judicial resources to conduct those hearings, particularly in Roxbury, Dorchester and Chelsea. At the same time, particularly if there is to be a fast-track drug offenders program and more direct indictments, there ought to be assigned 3-4 judge teams to Suffolk Superior Court, each team to sit for 3-6 months, with one judge hearing pleas, deciding motions and assigning trial dates, and the others presiding on trials. Both the District Court N Part type program and the Superior Court drug offenders plan will also require the infusion of money and resources at the laboratory, in order to produce fast and accurate test results.

Attention must be given by the Governor and the Legislature to the implementation of last year's Judicial Needs Bill, such that it gets fully funded and the judges authorized thereunder are promptly appointed. There will be a need for an immediate addition of new court clerk and probation office personnel in those courts most seriously affected (Roxbury, Dorchester, West Roxbury, Chelsea, Suffolk Superior, etc.).

2. Means should be devised for coordination among the critical federal, state and city agencies and among all affected parties. In particular, there should be a major coordination among police departments in the Metropolitan Boston area somewhat like the Allied governments got together and cooperated against a common enemy in World War II. Every opportunity to develop a joint task force should be considered, even if it means hiring more Boston patrolmen or promoting them to detective rank. There also should be coordination among the judges in the various courts including the Supreme Judicial Court, the Appeals Court, the Superior Court, the District Courts, the Boston Municipal Court, the Housing Court and the Federal Court. Similar kinds of cooperation and coordination should be worked out with the offices of the Suffolk, Middlesex, Norfolk and Essex County District Attorneys' offices, the U.S. Attorney's office and the State Attorney General's office. There should be established a permanent coordinating group with representatives of courts, prosecutors, police departments, the organized Bar and neighborhood spokesmen which meets on a regular basis to discuss problems of common interest and avoids inconsistent and counter-productive efforts. A similar multi-interest group should be created to review and assist in the drafting and passage of related legislation.

3. A massive public educational program about the function, role and workings of the criminal justice system and all of its branches, including explanations of the roles of prosecutors, defense counsel, District Courts, Superior Courts, Sheriffs, jails, Probation Departments and explanations of legal principles, such as those relating to bail, jurisdiction, sentencing, constitutional rights, etc., etc., should be undertaken. *The Boston Globe, The Boston Herald* and the major local television and radio stations should be asked to set aside their rivalries and join in this effort. A Special Education Committee or the Criminal Justice Section of the Boston Bar Association could be asked to attend to this task and to coordinate its activities with the Boston Against Drugs program already in place.

4. In order to bring the most affected communities into the process and to provide them with support, the formation of Community Advisory groups should be encouraged in order to coordinate and meet on a regular basis with representatives of the Courts, of the District Attorney's office, of the Police Department, and of such other agencies as may deal with the problem at any given time. The Mayor should consider the appointment of a Deputy Mayor specifically charged to lead this effort.

5. The Police Department needs more, and better trained, officers in its Drug Control Unit. More senior officers need to pay greater attention to the day-to-day activities of the Drug Control officers. The City should provide its Police Department with the facilities necessary for the Drug Control Unit to operate efficiently. These facilities should include ample and secure room for the safekeeping of drugs, money, and other things recovered, and the disposal thereof. There must be far greater coordination between the District Attorney's office and the Police Department so that the officers are given better guidance on the important legal and constitutional principles that apply to their daily activities.

But most of all there needs to be a leadership effort by the Police Commissioner to redirect the police approach to the drug problem. This redirection should be along the lines which proved so successful a decade and more ago when the current Commissioner led the Community Disorders Unit in the battle against racial violence. At one time, as fire bombing and violence engulfed several neighborhoods, that battle too seemed beyond the power of the police alone to win; prejudice and racial hatred was too ingrained in Boston's ethnic neighborhoods, went the prevailing wisdom, for the police and the criminal justice system to turn matters around. But turn them around they did. Through a process of open information exchange between citizens and police, through building a sense of public trust, through never waivering decisions of Superior Court judges in their support of what was lawful and right, the police and the justice system finally made the difference.

It can be done again, but it will require application of the same principles, building the same trust and opening up and keeping open the same informational exchange between citizens and police. It will require true community policing, police that become a part of the neighborhood to which they are assigned. It will require citizens willing to help and assist and inform those police. It will require close coordination with the Drug Control Unit. It will require from the police and courts assurance that punishment for offenders will be swift and certain. It will require the development of ways to mobilize the resources of the local community to work closely with the Police Department. Combined with the other reforms to the criminal justice system suggested by this report, all of these requirements should be capable of being met successfully.

6. The prison system is perhaps the largest single impediment to the effectiveness of the present program. Its solution is complex and expensive. Nevertheless, early attention must be given to commandeering sites to hold pre-trial detainees; much more speedy construction of modular prison units must be accomplished; and, as the Governor has recently urged, changes in the Ward Commission law, Chapter 579 of the Acts of 1980, must be made to permit faster attention to the construction of new facilities. The Legislature should consider requiring a prison inmate impact statement before any new law becomes effective which would result in increasing the prison population. The Governor and the Mayor must each be convinced to proceed much more aggressively with the siting of facilities and must not permit localized opposition to stand in the way. The Mayor's Office should undertake an immediate program to inventory and identify all unused or underutilized city property to locate sites which can readily be converted to emergency pre-trial holding facilities. A similar project is needed to develop locations for sentenced Suffolk County inmates. The Governor should conduct the same kind of inventory for the same reasons, at the state level. The Federal court should be asked to re-examine its orders regarding the Suffolk County Jail upon completion of the new facility.

In addition, and clearly much more important, there should be careful attention given to alternative sentencing and punishment techniques. Programs should be devised to control and regulate offenders outside of prisons, using the latter only as a last resort.

7. The laws that relate to drug violations should be subjected to an immediate study with the object of clarifying them, coordinating them, and putting them together in a cohesive whole. In that regard, serious attention should be given to eliminating, or modifying radically, mandatory sentencing to better facilitate plea bargaining and the processing of cases in court. The laws should be amended to permit judges the discretion to override mandatory sentencing for first time offenders and those who cooperate with the prosecution. Defining the crimes themselves in a way that realistically attends to the situation as it exists is equally important. A more clear allocation of jurisdiction between

and among the courts is needed. A forfeiture bill, such as that sought by the Attorney General, is highly recommended. At the same time we consider the proposed change in drug sentencing to include a ⅔ parole requirement, rather than the more usual ⅓ provision, to be counter-productive.

8. The Suffolk County District Attorney's office has a unique opportunity to play a leadership role in the fight against drugs. The assistants involved in drug cases need better training and supervision and must be encouraged to work much more closely with the Police Department and neighborhood groups. Far greater flexibility in charging on drug cases should be encouraged. Compensation adjustments are needed to attract more people to longer terms of service as prosecutors.

Similarly, the criminal defense bar needs augmentation and support. Among other things, the budget of the Committee for Public Counsel Services ought to be expanded so that the payment for private counsel can be brought up to more realistic levels above the $25.00/$35.00 per hour rate currently in effect.

9. The Boston Bar Association ought to give consideration to the creation of a Drug Corps or a Criminal Justice Corps whereby the private civil bar would be encouraged to support, with people, a program that makes bright, young lawyers available: to assist the District Attorney's office as prosecutorial aides; to advise the Police Department as law enforcement counsellors on search warrants, wire taps, etc.; to help the Committee for Public Counsel Services with legal research and case preparation; and to aid the Courts, as research and case management assistants. This would serve the purpose of getting some of the rest of Bar involved directly with the criminal justice system and, hopefully, would have a spill-over effect that would cause an upgrading and greater support for that system.

F. LONG-TERM RECOMMENDATIONS

1. The drug problem is overwhelming and devastating in its effect, not only on Metropolitan Boston, but on Massachusetts and the country as a whole. It is contributing significantly to the breakdown in the criminal justice system. It is in danger of seriously corrupting law enforcement entities. It is causing the expenditure of immense amounts of tax dollars in a losing fight. It is making criminals immensely wealthy and destroying our most vulnerable and needy neighborhoods. Under all of the circumstances, it would be an abdication of responsibility for this Committee not to recommend that a very serious, long-term and detailed study based upon information derived from our conclusion about the need for hard data, should be made of the basic strategic approach we are following in dealing with narcotic drugs.

It may be that expecting the problem to be cured by the criminal justice system is wholly unrealistic and that, in fact, the problem is destroying the criminal justice system and at great expense. It may also be that the problem lies at the other end of the scale and that, in fact, an approach aimed at arresting and jailing all users would be a more effective way to break the drug culture than concentrating only on dealers and suppliers. Society's ambivalence about the use of drugs and its utter unwillingness to date to pay the high cost of having the criminal justice system effectively address the problem, makes the study of basic strategies logical and proper for this Committee to advocate.

2. Our study has revealed a criminal justice system which, wholly separate from the strains imposed upon it by the drug problem, is in desperate condition. It truly has become the orphan of government. Resources, both personal and physical, and of all kinds, are needed at all levels. There are not enough judges, and they are not compensated well enough. There are not enough clerks and probation personnel, and they are not compensated well enough. Laws have been passed which inhibit the efficient utilization and mobilization of personnel resources to affected courts and communities. Court buildings are crumbling and falling down around the people who attempt to work in them. The whole system has been grossly neglected. The courts lack an advocate and a constituency. As a result, the system is archaic, medieval, bizarre in its details—wholly inadequate to its high mission of administering and delivering justice to our society.

A massive effort must be made by responsible parties and institutions to develop and build a constituency of support for our state justice system. The courts are not just another agency, they are a co-equal branch of government which, much more than the legislative and executive branches, exist to protect the rights of the people. The Boston Bar Association ought to devise a long-term program, perhaps in conjunction with the Massachusetts Bar Association, whereby ongoing and substantial support for the justice system is made a regular and expected duty of every lawyer who practices in the state. Ways must be found to educate and build a constituency to rebuild this vital branch of our state government.

3. American society imprisons offenders at a far greater rate than any other non-communist society except South Africa and yet, at the same time, we seem to have a crime rate that generally outstrips our civilized neighbors. It is not unusual leniency that distinguishes ourselves from less violent nations. It has been asserted that the United States differs from other industrial societies in several dimensions of social and economic life that are crucial in accounting for our high levels of criminal violence. These include a wider spread of inequality, greater extremes of poverty and insecurity, the relative absence of effective policies to deal with unemployment and subemployment, greater disruption of community and family ties through job destruction and migration, and fewer supports for families and individuals in the face of economic and technological change and material deprivation. Social mobility contributes greatly to the breakdown in societal mores and sociological control.

It is certainly true that the growth and threat of drug-related criminal activities is at its greatest in those communities that suffer most from our extremes of inequality and the wide disparities between the rich and the poor. If, as seems likely, the causes behind the vulnerability of our poorest, most segregated neighborhoods to drugs lie in the social deprivation from which these communities suffer, the lack of decent, affordable housing, good jobs, and an adequate public education system, then the solution must lie in improvements to these areas as well. Simply building more prisons and writing more laws will not be a sensible or productive means of addressing the problem in the long run if major efforts are not begun to improve the conditions of inequality and deprivation under which too many Americans presently live.

Respectfully submitted,

Allan van Gestel, Esq.
Goodwin, Procter & Hoar,
Committee Chairman

Janis M. Berry, Esq.
Ropes & Gray

John F. Bok, Esq.
Csaplar & Bok

John P. Driscoll, Jr., Esq.
Nutter, McClennen & Fish

Thomas E. Dwyer, Jr., Esq.
Dwyer & Collora

John K. Markey, Esq.
Mintz, Levin, Cohn, Ferris,
Glovsky & Popeo, P.C.

Walter B. Prince, Esq.
Peckham, Lobel, Casey & Tye

Terry Philip Segal, Esq.
Segal, Moran & Feinberg

May 23, 1989

STATEMENT SUBMITTED FOR THE RECORD BY

LYNN S, NICHOLSON
ADAPT, INC.
ROXBURY, MASSACHUSETTS

Dear Member:

Of the U.S. HOUSE OF REPRESENTATIVES SELECT COMMITTEE ON NARCOTICS ABUSE AND CONTROL, I would like to thank you for the opportunity to testify before this body on behalf of Adapt, Inc.

Adapt, Inc. is a non-profit organization located in Roxbury, Massachusetts. It was incorporated in 1982 as a spin-off from Opportunities Industrialization Center's Project Adapt, which was established in 1972, as an educational/vocational skill training program. The primary goal of Adapt is to place economically disadvantaged individuals in jobs and stimulate positive, productive lifestyles.

Adapt services clients who have histories of substance abuse, but are now substance free, and who lack the skills necessary to become employed. The majority of our clients are referred by substance abuse treatment agencies, veteran administration, welfare and other social service agencies. Many of our clients are still in substance abuse counseling, either within therapeutic community programs or outpatient clinics.

Individuals from age 16 and up are accepted. All clients must participate in an intake process, which is followed by an assessment of their educational level, skills, and level of remedial instruction, clerical instruction or to job placement counseling, that assists clients in writing resumes, and presenting themselves in interviews. As part of the placement and re-education process, individuals are prepared for vocational training. Thus begins their introduction to the work experience, both in business and industry.

We in the African-American community often hear about the war on substance abuse, yet the words seem hollow to us. The agencies in our community with credibility and a track record of providing services to the indigent population directly effected by the scourge of drugs are underfunded or defunded. The juggling act by the federal government of taking money from one mouth to feed another would be comical on a stage, unfortunately, this is real life.

Adapt had previously received funds through the Department of Public Welfare's E.T. component, however, since we could not provide the job placement statistics the Department of Public Welfare wanted, we were defunded by over half of our operating budget. We are the only program providing educational services to this particular population of people who are economically deprived, who on average test at a sixth grade educational level and who are often ex-substance abusers and ex-offenders. Because of these facts, I must assume these kind of people are deemed expendable, however, their needs are critical and remain the same.

Thank God for the Department of Public Health's continued funding of Adapt or we would have had to close our doors completely. As it stands, FIRST, Inc. has become Adapt's lead agency to insure continuity of services.

Adapt has adults and youngsters flocking to our doors for assistance. Our Youth Leadership component, which we began in 1985, concentrates on keeping youngsters out of trouble by focusing on promoting self-esteem, self-confidence and self-worth. We expose youth to positive role models and activities that provide cultural and social experiences and help them to develop coping skills to better avoid the dangers of substance abuse and violence. However, the system is set up to treat juveniles only when they are in crisis, is that logical? Not from where I sit. The whole drug crisis is reminiscent of a genocidal plan for people of color, especially African-American males.

There are a great many well meaning youngsters in this community, but they need to feel hope. They need to feel that they can make a contribution and not be relegated to working for "chump change," yet the doors of opportunity are being shut in their faces. Why? Are they not covered under the document which grants the right of life, liberty and the pursuit of happiness? Roxbury, Dorchester and Mattapan appear to have been rejected by the powers that be. Again, empty words and unkept promises.

We need money to add additional therapeutic slots, more detox slots, more alternative educational funds, more prevention programs for youth in agencies and schools to lay claim to lives that have not already succumbed to drugs and those that have.

The recent stop and search policy by police of suspected gang members is a violation of the fourth amendment, under the constitution, yet the laws are suspended and reinterpreted when it comes to the community of color. Our young Black men are stopped, frisked, deprived of their dignity and at risk of losing their lives if they make a false move. Yes, we are in a war, but the wrong people have become the victims.

Boston Herald September 1989

Cops: More children selling crack

By GARY WITHERSPOON

The 11-year-old boy arrested for selling crack in Dorchester last week is among a growing number of youngsters attracted by the "fast money" dope peddling provides, authorities say.

Edward Loughran, commissioner of the State Department of Youth Services, said 13 kids were put in his agency's custody in the first seven months of 1986 for drug-related offenses.

So far this year, the agency has received 132 youths — a 900-percent increase in three years.

"Younger kids get involved because of the attractiveness involved in terms of the money and the status, and because organized gangs are preying on young kids to get involved in the organized drug trade. The easy money and the quick fame is hard to resist," Loughran said.

No information was available on whether the 11-year-old was remanded to his parent's custody.

The woman caught with him, Joy Andrews, 32, was arraigned on two counts of manufacturing and distributing cocaine. She is being held on $2,500 cash bail pending a Wednesday hearing.

Police said the youth and the woman were arrested on a Dorchester street with 33 vials of crack.

"We, as a society, need to respond much earlier, and I think education programs are key to helping kids understand that drug dealing is going to get them either killed or in lock-up at an early age," said Loughran.

Boston Police Deputy Superintendent William Celester said the youth's arrest "just goes to show the extent that these drug dealers will go to, and how young a generation these drugs are touching. That all goes to prove that we need education in school starting from the first grade on up. I would like to see much stronger laws dealing with adults that would use younger children for drugs. We can't wait 10 years like the president projects."

A 31-year-old resident of Ruthven Street said he sees kids peddling dope every day: "They have the understanding that all they have to do is have their mother come down and sign them out, and that's what happens. It's a shame. The older heads are not showing the younger kids any kind of direction. They're saying fast money is it."

The Boston Globe

THURSDAY, SEPTEMBER 7, 1989 · 35 cents at news stands beyond 30 miles

To BCH, drug plan offers too little

By Richard A. Knox
Globe Staff

From the vantage point of Room 5 at Boston City Hospital, President Bush's battle plan for the war on drugs misses the mark.

Room 5 is the Grand Central Station of addicts seeking treatment in Boston. Seven days a week, its frustrated staffers try to find drug treatment slots for 20 addicts a day, on average, who are struggling to break free of their drug habit. Many are pregnant women, who have the most urgent need but are hardest to place into treatment.

At this front of the drug wars, the battle is being lost.

Despite a concerted effort to expand Massachusetts' drug treatment capacity over the past two years, Room 5 staffers are having a harder time placing clients now than they did a year ago. From their point of view, Bush's plan is too heavy on prisons and punishment and too light on treatment for people seeking to break the cycle of addiction.

"Our ability to place clients over the past year has really fallen off," says Conerly Casey, BCH's director of drug and alcohol triage, as Room [redacted] "Our frustration is that we're not able to get more than 40 percent into detoxification in the first place."

In August 1988, 46 percent of Room 5's clients were able to get into a detoxification program, the first step toward recovery. A year later, the detox placement rate had dropped to 41 percent.

Drug treatment providers also report greater difficulty finding long-term treatment for addicts who have completed a detox program.

As a result, addicts motivated to "get clean" are left on their own. Without access to treatment, they slip back into drug abuse — and many eventually will be back through Room 5's revolving door, seeking detox again.

Last Friday, for instance, 19 of the 26 addicts seeking drug treatment at Room 5 had been there before.

Rather than see such repeaters as blameworthy and weak-willed, Casey views them as dogged in their attempts to reclaim their lives despite a haphazard system of drug treatment that repeatedly fails them.

"It's pretty clear that most of the patients we see have a lot of motivation," Casey said yesterday. "They really have an understanding of what they need to do and what they want. They've gone through two or three detoxes. They've tried to set up some kind of a program and have just not been able to do it.

"When you see patients like this — showing you they really have an interest in their own recovery, really striving to put something together — you have to think, God, this isn't treatment. We just really don't have enough money to help them get themselves back together."

Skeptical of results

Many drug treatment professionals disagree with the priorities of Bush's proposal, which targets 70 percent of its funds on law enforcement and 30 percent on drug education, prevention and treatment programs. Others are skeptical the additional money will make much difference.

"It's a step in the right direction, but it's not balanced at all between criminal justice and treatment," complained Nathaniel Askia, director of First Inc., a Boston agency that emphasizes a residential drug treatment program lasting six to 18 months. "It's a drop in the bucket."

"My reaction is let's wait and see," said Kattie Portis, director of the Women's AIDS Risk Network and a 20-year veteran of drug treatment programs. "I've heard it before from all the presidents. I have to be cynical because I sit in Roxbury and I've seen too many things that didn't happen."

Providers concede that drug treatment is expensive — especially the kind of long-term, comprehensive treatment that helps addicts find jobs, apartments and new lives.

"But it's my opinion that treatment is cheaper than putting people in jail," said Casey. "I don't know any addicts who are deterred by threats of jail — or by much of anything."

Demand on the rise

Treatment providers report that demand for their services is up, partly because drug addicts are aware of their risk of getting AIDS. Some of this demand is reflected in waiting lists for treatment, but some is hidden and hard to measure.

"I would say there is definitely an increase in demand," said one clinic director. "A lot of people approach our outreach workers and say they would like to get into treatment, but they know there are waiting lists so they don't even bother applying."

About 30,000 of Massachusetts' 116,000 drug addicts were served last year through state-funded programs, according to Dennis McCarty, director of policy and evaluation in the Massachusetts Public Health Department's Division of Substance Abuse Services.

It is not known how much money Massachusetts might expect out of the $321 million in additional drug treatment money proposed on Tuesday by Bush. McCarty guessed the amount might be between $1 million and $5 million.

Based upon current funding patterns, each additional $1 million in drug treatment money, McCarty said, would buy 400 more detoxification slots, 50 additional episodes of residential drug treatment, 385 more episodes of outpatient drug treatment and about 40 more methadone treatment slots.

That would add up to 875 additional treatment episodes, serving about 700 more addicts. (The disparity stems from the fact that some addicts enter treatment more than once in a given year.)

Thus, if Massachusetts won $5 million more in federal drug treatment funds, that would increase the system's capacity by about 3,500 addicts per year. This would be a 12 percent increase in clients served, but it would still leave an estimated 82,500 Massachusetts addicts without access to treatment, officials said.

Even an expanded system, providers fear, might still leave out the kind of patient who appeared recently at BCH carrying a green garbage bag full of clothes. Nine months pregnant and addicted to cocaine, the young Lowell woman wanted help getting into a detox program. The BCH counselors were unable to find a slot for her.

"Programs are very reluctant to take pregnant women, especially since people are really fighting for these beds," Casey said. "The people who are least attractive as clients — because they are more complicated to treat — just get pushed out."

LAUNCHING THE OFFENSIVE

Plan is 'step in right direction'

By DAVID ARMSTRONG
and CHARLES CRAIG

BAY STATE law enforcement officials yesterday voiced mix reactions to President Bush's drug plan, cautioning more money is needed for drug education and the battle at the local level.

"We do need money at the local level," said Scituate Police Chief Thomas Nellen. "That is how you fight it."

Wellesley Police Chief John K. Fritts, who has stressed fighting drug abuse through education in his suburban town, said the $7.9 billion package may not include enough funding to make a difference in the drug battle.

"Obviously, the plan is a step in the right direction," he said. "What I'm hearing from some (law enforcement officials) is it is not enough."

Gov. Michael Dukakis offered praise for the Bush plan, but said the president has to spend more money on drug education.

"Unlike the president, I agree with Congress that education and treatment should receive 50 percent of the anti-drug resources instead of the 25 percent the president has allocated," he said. "Education works. It has worked here in Massachusetts."

Bay State judges and district attorneys yesterday were skeptical of Bush's actual commitment to a war on drugs, saying his battle plans and funding levels fall far short of solving the nightmarish national scourge.

A frustrated Superior Court Judge Robert Barton, who stressed that he has never been mistaken for a liberal, went so far as to say that it may be time to explore legalization of certain drugs.

"It's nice to spend money," Barton said. "But it's got to be more than just a flash in the pan. You've heard of the 100 Years War in Europe. That's what we've got here. It will take at least a 20- to 25-year commitment."

Barton said shutting off the demand is an appropriate strategy, but he warned that jailing users and street dealers will strangle an already suffocating criminal justice system.

"We're inundated with these cases and if you add more, you'll need more judges and more prisons," he said. "I'm not a liberal. But there should be some intelligent discussion about legalization."

Essex County District Attorney Kevin Burke was guardedly optimistic about the federal help, but said more funding is needed at every level, including police, courts and prisons.

"We in law enforcement won't look a gift horse in the mouth," Burke said. "We are pleased the president is doing something. But we hope he realizes it is not the solution."

Paul Leary, Suffolk County District Attorney Newman Flanagan's first assistant, said whatever the funding, it should be used to strengthen the juvenile criminal justice system.

"Most of the money should be channeled into intervening in the juvenile system to rehabilitate juvenile offenders," he said. "That's not happening now."

Dorchester District Court Judge Darrell Outlaw questioned whether Bush really understands the drug problem.

"In Roxbury and Dorchester they have drug dealers on every corner. The president hasn't been out here to see how the system works," he said. "When someone is arrested, it takes so long to go to trial, they're back out on the street selling more drugs."

Meanwhile, Cardinal Bernard Law yesterday said Bush was moving in the right direction.

"While I'm sure the funds are less than needed (for the war), it's a sign he's doing something," he said at the dedication of a shelter for the homeless at St. Ambrose Church in Dorchester.

Asked if he ever wondered if there *was* a solution to the drug problem, Law said, "No, I don't think these problems are beyond solution.

"You get a solution when you get labor, management, the public and private sectors, government at all levels and church leaders bringing the best they have to focus on the problem."

— Paul Sullivan and Helen Kennedy contributed to this report

Boston Globe September 6, 1989

Dukakis says Bush drug strategy OK but his better

By M.E. Malone
and Renee Loth
Globe Staff

Gov. Dukakis yesterday welcomed the antidrug strategy of President Bush, his former rival, but touted as more significant the steps Massachusetts already has taken to educate youngsters about the dangers of drugs.

Speaking to Medford High School students on their first day back at school, Dukakis highlighted three laws that went into effect yesterday, mostly aimed at young drug users.

The laws, passed by the Legislature in the spring and signed by Dukakis in July, establish a mandatory two-year jail sentence and a $10,000 fine for anyone convicted of dealing drugs within 1,000 feet of a school, allow the state to take away a driver's license for up to five years for drug offenses and rescind driver's licenses of teen-agers convicted of using false IDs to buy alcohol.

"These three laws ... give us a real triple play against drugs by taking drug dealers and drug users right out of the game," Dukakis said.

Officials are hoping that the threat of losing an operator's license — perhaps the most coveted possession of adolescents — will deter most youngsters from dabbling with cocaine, marijuana and other illegal drugs.

Dukakis also vowed to bring drug education to all early elementary school students across the state. Currently, 80 percent of the state's school age population receives some instruction on the effects of drug use.

Appearing on national television last night opposite the nation's drug police director, William Bennett, Dukakis challenged the Bush administration to add to the drug plan a two-year goal for comprehensive drug education in the public schools, beginning in the first grade.

"What I don't think is there is the very critical central commitment to give every youngster drug education," Dukakis said during a segment of the MacNeil-Lehrer News Hour. "It's not happening and it's not going to happen under this plan."

Bennett agreed with the goal of comprehensive drug education but said that if local school systems are not providing such an education "it's not the federal government's fault."

But Dukakis pressed for adopt-ng a national policy for early drug ducation as an organizing tool that can really arouse communities nd can mobilize them."

"It's an idea that people can grasp, that we can move ahead on," Dukakis said, noting that by the ime they reach junior high school half our youngters are already experimenting with drugs."

Also appearing on the program were Republican Gov. Terry Branstad of Iowa and Sen. Joeseph Biden (D-Del.), who said several past administrations have declared war on drugs and lost because they continue to choose between treatment and enforcement.

Boston Herald September 4, 1989

Flynn urges fed ruling on education

By ANDREA ESTES

BOSTON Mayor Ray Flynn yesterday urged President Bush to require drug education in all the nation's public schools as part of a new, multi-billion dollar war on drugs.

"We need to do something never done before in American education — and make sure that anti-drug education is part of the curriculum in every grade in every school across the country," said Flynn in a meeting with San Diego mayor Maureen O'Connor this weekend.

Flynn visited the Mexican border and San Diego's toughest, drug-plagued neighborhoods as part of his California tour.

"We've got to get the message out that in the end, drugs don't produce pleasure. They produce pain, suffering and death — for individuals, for families, for neighborhoods and for our country. And we've got to set policies to reduce that pain."

Bush is scheduled to make a prime-time television address tomorrow night outlining his strategy for fighting drugs. The president is expected to propose spending $7.8 billion next year for law enforcement, treatment and education programs.

Besides mandating drug education, Flynn said, officials must change the rules so that all drug felons go to federal rather than state prisons.

"Local prison systems are filled beyond capacity," he said. "Local authorities have no place to put these criminals — while closed-down military bases and other federal facilities that could be used for jails are being listed as surplus property."

RAY FLYNN
Seeks anti-drug education law

Federal Funding Allocated to Massachusetts
Under the
Anti-Drug Abuse Acts of 1986 and 1988

			Fiscal Year	
Department	Program	1987	1988	1989
DOJ	Drug Enforcement Formula Grant*	4,114,000	1,158,000	2,676,000
DOJ	Discretionary Grants			
	-- Pharmaceutical Diversion	299,895		
	-- Financial Investigation	225,000		
HHS	Alcohol, Drug Abuse and Mental Health Services (ADMS) Block Grant	18,658,000	18,240,000	25,271,000
HHS	Alcohol and Drug Treatment and Rehabilitation (ADTR) Block Grant**	4,821,481	4,463,000	**
HHS	Office of Substance Abuse Prevention, High-Risk Youth Demonstration			
	-- Roxbury Comprehensive Community Health Center	136,714	177,832	
Education	Drug-Free Schools and Communities Act ***	3,401,949	3,932,880	5,683,442

* By law, the State is required to pass through 43.37% of these funds to local jurisdictions.

** Folded into the ADMS Block Grant Program by the Anti-Drug Abuse Act of 1988.

*** 70% of the State's award goes to the state educational agency for grants to local educational agencies; 30% goes to the Governor for community-based prevention activities of which at least half must be used for activities directed toward high-risk youth.

BOSTON

BOSTON POLICE DEPARTMENT ARRESTS BY CLASS[1]

CLASS	JANUARY-MAY 1988	JANUARY-MAY 1989
A (Heroin and Other Opiates)	558	612
B (Cocaine and Cocaine Derivatives)	1,404	2,202
C (Hashish)	28	16
D (Marijuana)	461	587
E (Prescription Drugs)	24	10
All Other[2]	292	269
TOTAL	2,767	3,696

[1] Includes all arrests made by the Boston Police Department (i.e., arrests for possession, distribution, manufacturing, and trafficking).

[2] Including hypodermic needles, conspiracy to violate false substance acts, and forged prescriptions.

SOURCE: Boston Police Department Research and Analysis Unit

DEA DRUG SEIZURES, BOSTON DIVISION AND BOSTON OFFICE

(Note: In addition to the Boston Office, the Boston Division includes offices in Bridgeport, CT; Burlington, VT; Concord, NH; Hartford, CT; Portland, ME; Providence, RI; and Springfield, MA.

DRUG ENFORCEMENT ADMINISTRATION
DOMESTIC DRUG REMOVALS*
FY 1988

	HEROIN (kg)		COCAINE (kg)		CANNABIS (kg)		DANGEROUS DRUGS** (du)	
	ANALYZED (NET WEIGHT)	NON-ANALYZED (GROSS WEIGHT)	ANALYZED (NET WEIGHT)	NON-ANALYZED (GROSS WEIGHT)	ANALYZED (NET WEIGHT)	NON-ANALYZED (GROSS WEIGHT)	ANALYZED (NET WEIGHT)	NON-ANALYZED (GROSS WEIGHT)
BOSTON DIVISION	85.4	1.0	60.4	31.9	6.0	11.0	13,514	502,894
Boston	80.4	0.0	26.3	9.8	2.6	0.1	4,577	429,597

THROUGH 2ND QTR FY 1989

	HEROIN (kg)		COCAINE (kg)		CANNABIS (kg)		DANGEROUS DRUGS** (du)	
	ANALYZED (NET WEIGHT)	NON-ANALYZED (GROSS WEIGHT)	ANALYZED (NET WEIGHT)	NON-ANALYZED (GROSS WEIGHT)	ANALYZED (NET WEIGHT)	NON-ANALYZED (GROSS WEIGHT)	ANALYZED (NET WEIGHT)	NON-ANALYZED (GROSS WEIGHT)
BOSTON DIVISION	9.1	0.0	63.2	3.5	0.0	0.3	29,688	0
Boston	3.0	0.0	50.0	0.5	0.0	0.0	29,688	0

*Data Sources: Analyzed Removals from STRIDE.
Non-Analyzed Removals from "INFO Only" DEA-7.

**Includes Stimulants, Depressants, Hallucinogens, other narcotics.

DEA DRUG ARRESTS, BOSTON DIVISION AND BOSTON OFFICE

(Note: In addition to the Boston Office, the Boston Division includes offices in Bridgeport, CT; Burlington, VT; Concord, NH; Hartford, CT; Portland, ME; Providence, RI; and Springfield, MA.

DRUG ENFORCEMENT ADMINISTRATION

DOMESTIC FIELD DIVISION SUMMARY

TOTAL DEA DOMESTIC

	CASE CLASS I AND II ARRESTS1/				
	FY 1986	FY 1987	FY 1988	NO. CHANGE FY 1987 TO FY 1988	% CHANGE FY 1987 TO FY 1988
BOSTON FIELD DIVISION.............	548	574	408	-166	-28.9%
BOSTON MA......................	244	246	140	-106	-43.1%

1/ BASED UPON THE GDEP CLASS OF CASE IN WHICH THE ARREST OR CONVICTION OCCURRED.

	VIOLATOR CLASS I AND II ARRESTS1/				
	FY 1986	FY 1987	FY 1988	NO. CHANGE FY 1987 TO FY 1988	% CHANGE FY 1987 TO FY 1988
BOSTON FIELD DIVISION.............	269	304	192	-112	-36.8%
BOSTON MA......................	121	145	79	-66	-45.5%

1/ BASED UPON THE GDEP CLASS OF VIOLATOR WITHOUT REGARD TO THE GDEP CLASS OF CASE.

	TOTAL ARRESTS			NO. CHANGE FY88-MAR. TO FY89-MAR.	% CHANGE FY88-MAR. TO FY89-MAR.
	FY 1988	FY88-MAR.	FY89-MAR.		
BOSTON FIELD DIVISION.............	601	264	325	61	23.1%
BOSTON MA......................	209	77	86	9	11.7%

BOSTON DIVISION

	NUMBER AND PERCENT BY GDEP CLASS OF CASE1/					NUMBER AND PERCENT BY GDEP VIOLATOR CLASS2/				
	TOTAL	I	II	III	IV	TOTAL	I	II	III	IV
FY 1988 ARRESTS										
TOTAL ALL CASES........	600	234	174	166	26	600	88	104	334	74
Percent................	100.0	39.0	29.0	27.7	4.3	100.0	14.7	17.3	55.7	12.3
HEROIN CASES...........	63	14	8	41	-	63	7	6	45	5
Percent................	100.0	22.2	12.7	65.1	-	100.0	11.1	9.5	71.4	7.9
COCAINE CASES..........	462	180	156	110	16	462	58	86	261	57
Percent................	100.0	39.0	33.8	23.8	3.5	100.0	12.6	18.6	56.5	12.3
CANNABIS CASES.........	40	29	-	2	9	40	14	4	11	11
Percent................	100.0	72.5	-	5.0	22.5	100.0	35.0	10.0	27.5	27.5
DANGEROUS DRUG CASES...	35	11	10	13	1	35	9	8	17	1
Percent................	100.0	31.4	28.6	37.1	2.9	100.0	25.7	22.9	48.6	2.9

1/ BASED UPON THE GDEP CLASS OF CASE IN WHICH THE ARREST OCCURRED.
2/ BASED UPON THE GDEP CLASS OF VIOLATOR WITHOUT REGARD TO THE GDEP CLASS OF CASE.

DEA ASSET SEIZURES AND FORFEITURES
BOSTON DIVISION AND BOSTON OFFICE

(Note: In addition to the Boston Office, the Boston Division includes offices in Bridgeport, CT; Burlington, VT; Concord, NH; Hartford, CT; Portland, ME; Providence, RI; and Springfield, MA.

DRUG ENFORCEMENT ADMINISTRATION
ASSET REMOVAL SYSTEM
2ND QTR FY 1989

	NUMBER OF SEIZURES	TOTAL SEIZURES	DEA SEIZURES	SEIZURES THROUGH INTERAGENCY COOPERATION*	NUMBER OF FORFEITURES	DEA FORFEITURES**
BOSTON DIVISION	305	$22,169,450	$21,993,469	$175,981	160	$3,150,439
BOSTON DO	65	$10,237,023	$10,145,654	$91,369	40	$576,550

* These figures represent those cooperative seizures processed by another Federal or State/Local agency and do not include Fines or Bond Forfeitures.

** These figures include forfeitures of assets seized during previous years.

DRUG ENFORCEMENT ADMINISTRATION
ASSET REMOVAL SYSTEM
FY 1988

	NUMBER OF SEIZURES	TOTAL SEIZURES	DEA SEIZURES	SEIZURES THROUGH INTERAGENCY COOPERATION*	NUMBER OF FORFEITURES	DEA FORFEITURES**
BOSTON DIVISION	543	$52,413,765	$51,719,149	$694,616	228	$4,388,680
BOSTON DO	174	$14,877,485	$14,605,074	$272,411	61	$778,642

* FY 88 figures represent those cooperative seizures processed by another Federal or State/Local agency and do not include Fines or Bond Forfeitures.

** These figures include forfeitures of assets seized during previous years.

DRUG USE TRENDS IN THE GREATER BOSTON AREA AND MASSACHUSETTS
JUNE 1989

(Source: Community Epidemiology Workgroup Proceedings, June 1989, NIDA)

SUMMARY

Drug use trends in the Greater Boston area and throughout Massachusetts remain relatively stable. Cocaine and heroin are primary drugs of abuse, and polydrug abuse is a continuing problem. Primary cocaine and heroin admissions to State-funded substance abuse treatment programs have increased, while primary alcohol admissions have decreased. Crack is an increasing problem, particularly in Boston. As of April 30, 1989, there were a total of 2,054 AIDS cases in Massachusetts; 953 of these cases were in Boston, and 19 percent were among intravenous drug abusers (IVDAs).

OVERVIEW

- Population of Massachusetts is 5,822,000, 12th in the nation according to 1980 census.
- Boston population (2,763,357) is 48% of total state population -- 90% white, 6% Black, 2% Hispanic, 2% other.
- Characteristics that influence drug trends in Boston and throughout Massachusetts include:
  - The state's contiguity to its six neighboring states and a network of highways and interstate roads linking them.
  - Proximity to Interstate 95, which links all major cities on the east coast.
  - Easy access among cities and towns in Massachusetts.
  - A large population of college students in both the Greater Boston and western areas of the state.
  - Several cities with fishing industries and harbor areas.
  - A booming economy and low unemployment.
  - A significant tourist trade.

DRUG ABUSE TRENDS

COCAINE

- ER (emergency room) mentions for cocaine up from 527 in 1986 to 977 in 1987. 553 ER mentions for cocaine in first half of 1988 compared to 400 for same period in 1987.
- Percentage of clients in Greater Boston treatment programs reporting cocaine or crack as substance of choice increased from 10% in FY 1988 to 17% in first three quarters of FY 1989.
- Cocaine purity in Boston hovers at 90%. A kilogram costs $12,000-$21,000; two sell for $18,000-$19,000. A gram sells for $40-$60, down from $80-$100 two years ago for 25% pure cocaine.
- Crack sells for $5 for "gems" (rocks) and $40 for a 1.25-inch-long vial.

HEROIN

- ER mentions increased sharply from 307 in 1986 to 455 in 1987. For first half of 1988, 254 heroin ER mention, up from 185 for same period in 1987.
- Percentage of clients in Greater Boston treatment programs reporting heroin as substance of choice increased from 10% to 13% since FY 1988.
- There is a strong demand and waiting lists for methadone treatment services in Massachusetts.
- Heroin purity has increased significantly from 3-5% in 1987 to 40-60% today. Bags sell for $10-$14, depending on amount and purity. Common street brands in Boston are Deadly, NY-89, AK47, Power-2000, Fire, and Feeling Good.

MARIJUANA

- Stable trends with ER mentions at 56 for first half of 1987 and 58 for comparable period in 1988. Marijuana as drug of choice accounts for only 1% to 2% of treatment admissions.
- Users tend to be younger, and are more likely to be male or white than cocaine or heroin abusers.
- Price is about $60-$150 per ounce. A small "nickel" bag sells for $40 and contains enough marijuana to make 1-2 cigarettes.

STIMULANTS

- Few ER mentions or treatment admissions for stimulant problems over the past few years.

SEDATIVES/HYPNOTICS AND BARBITURATES

- Low and stable.

HALLUCINOGENS

- ER mentions for LSD increased from 13 in 1986 to 30 in 1987, but less than 1% of treatment admissions in Boston report a primary problem with hallucinogens.

AIDS AND IV DRUG USE

- 2,054 AIDS cases in Massachusetts as of April 30, 1989.
- 953 of the above cases (46%) were from the city of Boston and an additional 529 (26%) from the remainder of the Boston metropolitan area.
- IV drug users account for 19% of the Boston adult AIDS cases.
- In March 1989, new AIDS cases among IV drug users exceeded those among homosexual/bisexual males for the first time. In general, although the proportion of AIDS cases among IV drug users is rising steadily relative to the homosexual cases, they do not yet account for the majority of new cases.

BOSTON
EMERGENCY ROOM MENTIONS - SELECTED DRUGS

DRUG MENTIONED	1986	1987	Q1 & Q2 1987	Q1 & Q2 1988
Cocaine	527	977	400	553
Heroin/Morphine	307	455	185	254
Methadone	8	10	6	15
Marijuana/Hashish	83	113	56	58
Speed	5	16	5	6
Barbiturates*	63	55	24	26
PCP	16	25	8	19
LSD	13	30	16	21

* Includes phenobarbital, secobarbital, and pentobarbital.

SOURCE: Drug Abuse Warning Network Drug Alert, December 1988; mean number of mentions/quarter.

BOSTON
DRUG OF CHOICE FOR ADMISSIONS TO STATE-FUNDED SUBSTANCE ABUSE TREATMENT (IN PERCENT)

DRUG	GREATER BOSTON		STATEWIDE	
	FY 1988[1] (N=22,070)	1st 3 QTRS FY 1989[2] (N=10,699)	FY 1988 (N=83,607)	1st 3 QTRS FY 1989 (N=43,570)
Alcohol	77.6	68.5	78.8	70.8
Heroin/Other Opiates	9.6	12.6	9.4	13.8
Cocaine/Crack	9.6	16.9	7.9	12.2
Marijuana	1.9	1.4	2.7	2.2
Depressants[3]	0.4	0.2	0.5	0.4
Hallucinogens	0.2	0.2	0.2	0.2
Other[4]	0.8	0.2	0.6	0.4

[1] FY 1988 = 7/1/87 - 6/30/88.

[2] 1st 3 quarters FY 1989 = 7/1/88 - 3/31/89

[3] Includes barbiturates, other sedatives, and tranquilizers

[4] Includes amphetamines, inhalants, and over-the-counter and other drugs.

SOURCE. Massachusetts Department of Public Health, Division of Substance Abuse Services

BOSTON
BOSTON, MASSACHUSETTS AND UNITED STATES AIDS CASES

	BOSTON		MASSACHUSETTS				UNITED STATES	
As Of:	4/30/89 (N=953)[1]		4/30/88 (N=1,469)		4/30/89 (N=2,054)[2]		3/31/89 (N=90,990)[3]	
TRANSMISSION CATEGORY	No.	(%)	No.	(%)	No.	(%)	No.	(%)
Adult Cases	935		1,440		2,021		89,501	
Homo/Bisexual Male	594	(64)	917	(64)	1,235	(61)	55,005	(61)
IV Drug User	173	(19)	226	(16)	376	(19)	17,999	(20)
Homosexual Male and IV Drug User	34	(4)	61	(4)	80	(4)	6,407	(7)
Hemophiliac	1	(0)	25	(2)	27	(1)	865	(0)
Heterosexual Cases	105	(11)	125	(9)	181	(9)	3,962	(4)
Transfusion, Blood/ Components	7	(0)	48	(3)	58	(3)	2,238	(2)
None of the Above	21	(2)	38	(3)	64	(3)	3,027	(3)

[1] Includes 122 cases meeting the revised case definition.
[2] Includes 285 cases meeting the revised case definition.
[3] Includes 15,219 cases meeting the revised case definition.

BOSTON
DEMOGRAPHIC CHARACTERISTICS AND DRUG USE OF NEEDLE-USING CLIENTS IN STATE-FUNDED SUBSTANCE ABUSE TREATMENT (IN PERCENT)

CATEGORY	NEEDLE-USING CLIENTS		NONNEEDLE-USING CLIENTS
	FY 1988[1] (N=12,499)	1ST 3 QTRS FY 1989[2] (N=10,980)	FY 1988 (N=99,687)
Average Age	(31.1)	(31.7)	(33.2)
Sex			
Male	71	72	80
Female	29	28	20
Race			
White	67	64	82
Black	17	17	10
Hispanic	12	14	5
Other	4	5	3
Employment			
Unemployed	74	79	55
Marital Status			
Married	16	15	16
Separated/Divorced	28	28	29
Never Married	54	55	54
% With Children	60	61	49
% Homeless/At-Risk Homeless	16	16	20
Substance Use (Past Month)			
Heroin	83	88	11
Cocaine	61	63	20
Alcohol	57	57	76
Marijuana	29	26	18
Other Opiates	21	16	3
Tranquilizers	17	17	5
Barbiturates	8	7	2
Amphetamines	3	2	1
Hallucinogens	3	2	1
Other Substance	2	3	2

[1] FY 1988 = 7/1/87 - 6/30/88.

[2] 1st 3 quarters FY 1989 = 7/1/88 - 3/31/89

SOURCE: Massachusetts Department of Public Health, Division of Substance Abuse Services

BOSTON
DEMOGRAPHIC CHARACTERISTICS BY DRUG OF CHOICE
ADMISSIONS INTO MASSACHUSETTS SUBSTANCE ABUSE TREATMENT SYSTEM
1st 3 QUARTERS FY 1988* (IN PERCENT)

CATEGORY	GREATER BOSTON				STATEWIDE
	SUBSTANCE OF CHOICE				
	ALCOHOL (N=7,326)	COCAINE (N=1,808)	HEROIN (N=1,345)	MARIJUANA (N=154)	(N=78,393)
Sex					
Male	86.6	63.8	61.6	79.2	78.7
Female	13.4	36.2	38.4	20.8	21.3
Race					
White	77.9	38.2	58.4	68.2	78.4
Black	15.7	53.1	25.7	24.0	12.2
Hispanic	4.6	6.4	13.3	5.2	6.1
Other	1.8	2.3	2.6	2.6	3.3
With Children	46.6	56.2	59.8	25.3	49.9
Annual Income					
< $1,000	36.5	43.1	42.2	34.4	28.3
1,000-4,999	13.7	12.2	11.2	18.2	12.3
5,000-9,999	20.3	19.7	19.8	14.2	18.8
10,000-14,999	10.0	11.0	10.0	12.3	12.4
15,000-19,999	7.4	6.0	7.7	9.1	10.6
20,000-29,999	7.3	5.7	6.0	8.4	10.7
30,000 or More	4.9	2.2	3.3	3.3	6.8
Age at Admission (Mean)	36.6	27.1	31.9	23.8	32.8
Under 20	2.6	6.9	1.9	29.2	7.1
20-29	26.8	64.3	35.1	49.4	36.8
30-39	35.9	24.4	51.6	19.5	33.7
40-49	20.6	4.0	10.0	2.0	13.8
50 and Over	14.0	0.4	1.5	0.0	8.7

1 1st 3 quarters FY 1989 = 7/1/88 - 3/31/89.

SOURCE: Massachusetts Department of Public Health, Division of Substance Abuse Services

SELECT COMMITTEE ON NARCOTICS ABUSE AND CONTROL
FACT SHEET
AUGUST 1989
INTRAVENOUS DRUG ABUSE AND AIDS

** OVERVIEW

- Intravenous drug abuse is the second most frequent means of transmitting AIDS.
- 102,621 AIDS cases were reported to the Centers for Disease Control through July 1989.
- In 30 percent of all AIDS cases -- men, women, and children -- there is a history of behavior such that the disease may be associated with drug abuse.
- The proportion of AIDS cases related to IV drug use continues to increase. More and more AIDS cases are associated with sex for money to buy crack.
- CDC figures are only part of picture. It is estimated that 250,000-300,000 IV drug users are already infected with the AIDS virus.
- A study of methadone drug treatment programs in New York City indicates an infection rate of 60 percent.
- Only 1 out of 6 heroin addicts is in treatment.
- Approximately 75% of AIDS/IV drug use cases are in New York and New Jersey.

** WOMEN AND AIDS

- Half of women with AIDS are intravenous drug users.
- The second most AIDS-vulnerable female population is the sexual partners of IV drug users.

** PEDIATRIC AIDS

- 1736 cases of pediatric AIDS had been reported to the CDC, through July 1989.
- The overwhelming majority of AIDS cases among children are attributable to IV drug use of the mother or her sexual partner.
- The majority of pediatric cases are found in New York, New Jersey, and Florida -- showing a similar pattern to the AIDS/IV pattern.

** AIDS IN BOSTON AND MASSACHUSETTS

- 2,054 AIDS cases in Massachusetts as of April 30, 1989.
- 953 of the above cases (46%) were from the city of Boston and an additional 529 (26%) from the remainder of the Boston metropolitan area.
- IV drug users account for 19% of the Boston adult AIDS cases.

** FEDERAL AIDS FUNDING

- FY 1988 - $906 million
- FY 1989 - $1.287 billion

PRESIDENT'S PROPOSED FY 1990 BUDGET - $1.6 BILLION, a 24 percent increase over FY1989.

** LEGISLATION 1989

- H.R. 706 "The Intravenous Substance Abuse and AIDS Prevention Act." Establishes grants programs -- $200 million for AIDS-related drug treatment, $200 million for pediatric AIDS services, and $200 million for prevention.

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** WOMEN AND AIDS
- Half of women with AIDS are intravenous drug users.
- The second most AIDS-vulnerable female population is the sexual partners of IV drug users.

** PEDIATRIC AIDS
- 1,735 cases of pediatric AIDS had been reported to the CDC through July 1989.
- The overwhelming majority of AIDS cases among children are attributable to IV drug use of the mother or her sexual partner.
- The majority of pediatric cases are found in New York, New Jersey, and Florida -- showing a similar pattern to the AIDS/IV pattern.

** AIDS IN BOSTON AND MASSACHUSETTS
- 2,594 AIDS cases in Massachusetts as of April 30, 1989.
- 891 of the above cases (34%) were from the City of Boston and an additional 551 (21%) from the remainder of the Boston metropolitan area.
- IV drug users account for 15% of the Boston adult AIDS cases.

** FEDERAL AIDS FUNDING
- FY 1988 - $906 million
- FY 1989 - $1.307 billion
- PRESIDENT'S PROPOSED FY 1990 BUDGET - $1.6 BILLION, a 24 percent increase over FY1989.

** LEGISLATION 1989
- H.R. 706 "The Intravenous Substance Abuse and AIDS Prevention Act." Establishes grants programs -- $200 million for AIDS-related drug treatment, $200 million for pediatric AIDS services, and $200 million for prevention.

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